PL
M3

CITY PLANNING COMMISSION

N.Y.C

PROGRESS REPORT

OF THE

MAYOR'S COMMITTEE ON CITY PLANNING

IN COOPERATION WITH THE

WORKS PROGRESS ADMINISTRATION

NEW YORK CITY
JUNE 1936

Ex Libris

SEYMOUR DURST

FORT NEW AMSTERDAM (NEW YORK), 1651

When you leave, please leave this book
Because it has been said
"Ever'thing comes t' him who waits
Except a loaned book."

OLD YORK LIBRARY — OLD YORK FOUNDATION

AVERY ARCHITECTURAL AND FINE ARTS LIBRARY

GIFT OF SEYMOUR B. DURST OLD YORK LIBRARY

CITY PLANNING COMMISSION

Digitized by the Internet Archive
in 2014

https://archive.org/details/progressreportpr00newy

AN INSPIRATION CONTRIBUTED TO THE MAYOR'S COMMITTEE
BY HOWARD CHANDLER CHRISTY

PROGRESS REPORT

A PRELIMINARY REPORT

UPON

PLANNING SURVEYS AND PLANNING STUDIES

MADE BY

WORKS PROGRESS ADMINISTRATION

PROJECT 65-97-319 X

UNDER THE DIRECTION

OF THE

MAYOR'S COMMITTEE ON CITY PLANNING

CITY PLANNING COMMISSION
MUNICIPAL BUILDING
NEW YORK

NEW YORK CITY

JUNE 1936

MAYOR'S COMMITTEE ON CITY PLANNING
OF THE CITY OF NEW YORK

FIORELLO H. LAGUARDIA
MAYOR

TIMOTHY J. SULLIVAN
CHAIRMAN

GEORGE W. ALLISON
LEO J. EHRHART
JOHN F. GALVIN
ARTHUR C. HOLDEN
A. PEARSON HOOVER
HORACE M. KALLEN
HAROLD M. LEWIS
CHARLES N. LOWRIE
EDWARD J. MATTHEWS
VERNON S. MOON
HARRIS H. MURDOCK
MRS. JOSEPH M. PROSKAUER
ANTON L. SCHWAB
PERCY S. STRAUS
FRANK J. TAYLOR
RALPH WALKER

LAWRENCE M. ORTON
SECRETARY

STANDING COMMITTEES

EXECUTIVE COMMITTEE

MR. HOOVER, CHAIRMAN
MR. EHRHART
MR. GALVIN
MR. HOLDEN
MR. MOON
MR. MURDOCK
MR. WALKER

BUILDINGS AND ZONING

MR. WALKER, CHAIRMAN
MRS. PROSKAUER
MR. HOLDEN
MR. KALLEN
MR. LOWRIE
MR. MURDOCK

PUBLIC WORKS AND SERVICES

MR. MOON, CHAIRMAN
MR. ALLISON
MR. EHRHART
MR. GALVIN
MR. LEWIS
MR. WALKER

LEGISLATION

MR. HOOVER, CHAIRMAN
MR. LEWIS
MR. MATTHEWS

FINANCE

MR. STRAUS, CHAIRMAN
MR. HOOVER
MR. TAYLOR

MAYOR'S COMMITTEE ON CITY PLANNING
OF THE CITY OF NEW YORK

FIORELLO H. LAGUARDIA, *Mayor*

TIMOTHY J. SULLIVAN, *Chairman*

GEORGE W. ALLISON
LEO J. EHRHART
JOHN F. GALVIN
ARTHUR C. HOLDEN
A. PEARSON HOOVER
HORACE M. KALLEN
HAROLD M. LEWIS
CHARLES N. LOWRIE
EDWARD J. MATTHEWS
VERNON S. MOON
HARRIS H. MURDOCK
MRS. JOSEPH M. PROSKAUER
ANTON L. SCHWAB
PERCY S. STRAUS
FRANK J. TAYLOR
RALPH WALKER

LAWRENCE M. ORTON, *Secretary*
400 MADISON AVE., NEW YORK
Tel. WICKERSHAM 2-0643

June 30, 1936

The Honorable F. H. LaGuardia
Mayor of the City of New York
City Hall

Dear Sir:

It is my privilege to transmit to you this report of the technical work done during the past year by the staff assigned to the Mayor's Committee on City Planning by the Works Progress Administration.

As you will recognize, this is but an interim report and is principally concerned with the progress made on basic studies, and does not include any considerable conclusions and recommendations.

On the other hand, may we point out that the purely fact-finding investigations of the past year are practically complete, that your Committee and its staff are proceeding to the more difficult process of analysis and conclusion, and that it is not too much to expect that a broad set of constructive proposals will be available as a result of this work before the end of another year.

We are confident that the facts now published will be helpful to you and others in considering these proposals as well as to ourselves in formulating them.

Respectfully submitted,

Timothy J. Sullivan

Chairman

S T A F F

OF THE

MAYOR'S COMMITTEE ON CITY PLANNING

DIRECTION

LAWRENCE M. ORTON	DIRECTOR
F. DODD MC HUGH	ASSISTANT DIRECTOR AND STAFF SUPERVISOR

SUPERVISION

WILSON A. MONROE	DEPUTY TO SUPERVISOR
FRANK J. KLOPF	CITY-WIDE PLANNING STUDIES
DONALD P. HART	COMMUNITY PLANNING STUDIES
ELIZABETH BUSSING	COMMUNITY SOCIAL STUDIES
MONTGOMERY SCHUYLER	BUSINESS AND INDUSTRY
ANNA SHEPARD	EDUCATION AND INTERPRETATION
ALAN CAMPBELL	LIBRARY AND INFORMATION
WILLIAM F. PROBST	OFFICE MANAGER

A C K N O W L E D G M E N T S

The studies presented in this report could not have been carried forward under ordinary conditions. It is therefore especially appropriate to refer at least briefly to the circumstances, agencies and individuals that have made them possible.

The Mayor's Committee on City Planning is indebted to the several work relief administrations concerned successively with New York City, for the staff put at its disposal, and for the other facilities and arrangements which have contributed to make its program a success. Not the least of these is an understanding appreciation of the work itself on the part of the several administrators and their assistants.

Operated at first as a part of the project of the New York City Housing Authority (during July and August, 1934), the project was given independent status on September 1st of that year by the Works Division of the City of New York. As such it received the aid and support of the Temporary Emergency Relief Administration of the State of New York, under the joint relationship then in force.

The project continued on this basis for over a year, being transferred in September, 1935, to the Federal Works Progress Administration. At the same time there was approved a substantial increase in personnel, and, of great practical importance, an allowance for rent so that headquarters might be established for the first time in reasonably permanent and satisfactory space at 242 Fourth Avenue. Thanks are due to the Emergency Relief Bureau of the Department of Welfare for space occupied in their building at 902 Broadway prior to this arrangement.

Grateful appreciation is due to the many departments of the city government and other official agencies which have gone out of their way to render the assistance constantly needed by the staff in the prosecution of the work.

We have from time to time asked and readily obtained assistance from the Port of New York Authority, the Triborough Bridge Authority and other specially constituted agencies. Constant assistance has been rendered by other projects operating under the Works Progress Administration, and by voluntary organizations too numerous to mention.

Finally, the Committee is indebted to the Hon. Fiorello H. LaGuardia, Mayor of the City of New York, for constant and ready helpfulness, and to its Chairman, Hon. Timothy J. Sullivan, for his wholehearted interest and support; and last, but by no means least, to the staff itself, whose daily efforts have alone made it possible to carry forward this program of planning studies.

TABLE OF CONTENTS

	PAGE
INTRODUCTION	10
DIRECTION AND ADMINISTRATION	12
CITY-WIDE PLANNING STUDIES	
POPULATION	14
TABULATION OF PRESENT AND ESTIMATED POPULATION	15
1934 POPULATION DENSITY MAP	16
ESTIMATED ULTIMATE POPULATION DENSITY MAP	17
NATION, STATE AND CITY GROWTH CURVES	18
BOROUGH MAPS OF NATIONALITIES - 1920 AND 1930	19
CENSUS TRACT STANDARDIZATION	24
STANDARDIZED CENSUS TRACT MAPS	24
NON-RESIDENTIAL STUDY	30
MAP OF PREDOMINANT NON-RESIDENTIAL AREA	31
MAP OF MANHATTAN AREA 5 - RETAIL AND OFFICE	32
RESIDENTIAL STUDIES	34
HOW NEW YORK CITY USES ITS LAND - CHART	34
LAND USE MAP	35
HOW NEW YORK USES ITS RESIDENTIAL AREA - CHART	36
PREDOMINANT TYPE OF RESIDENTIAL BUILDINGS - MAP	37
AGE OF RESIDENTIAL AREA IN NEW YORK - CHART	38
PREDOMINANT AGE OF RESIDENTIAL BUILDINGS - MAP	39
RENTALS IN NEW YORK CITY - CHART	40
PREDOMINANT RENTALS - MAP	41
BUILDING ACTIVITY MAP	42
PROBLEM AREAS MAP	43
PLANNING STUDY AREAS MAP	44
RENT - TYPE - POPULATION TABULATION	45
PRELIMINARY CONCLUSIONS AS TO BRONX RESIDENTIAL AREAS - MAPS	46

TABLE OF CONTENTS

	PAGE
PUBLIC WORKS AND SERVICES	49
PUBLIC PROPERTY	49
PUBLIC AND PRIVATE PROPERTY CHART	49
MANHATTAN TAX EXEMPT PROPERTY MAP	50
SEWER AND WATER	51
MEANS OF COMMUNICATION	52
BOROUGH STREET STATUS MAPS	52
PLAY STREETS AND ACCIDENTS MAP	57
NON-EXISTING STREETS MAP	58
PRELIMINARY MAP MAIN AND SECONDARY THOROUGHFARES	59
RAPID TRANSIT AND TRANSPORTATION MAP	60
PARKS	62
PARK AREAS IN NEW YORK CITY - CHART	62
PARK MAP	63
FINANCE	64
MANHATTAN LAND VALUE MAP	64
ASSESSED VALUE CHARTS	65
OUTLAYS FOR PERMANENT IMPROVEMENTS - CHARTS	66
CITY DEBT CHARTS	72
ZONING	74
ZONING USE AND LAND USE MAPS	75
BUILDINGS ERECTED UNDER PRESENT LAWS - DIAGRAMS	76

BUSINESS AND INDUSTRY

SURVEY OF BUSINESS AND INDUSTRY	80
FOOD INDUSTRIES MAP	81
FACTORY DATA SUMMARY	82
CENSUS OF MANUFACTURES - GROUP CHARTS	83
CHEMICAL INDUSTRIES MAP	87
WOOD INDUSTRIES MAP	88

TABLE OF CONTENTS

	PAGE
TEXTILE INDUSTRIES MAP	91
IMPORT-EXPORT - FOREIGN TRADE CHARTS	94

COMMUNITY PLANNING STUDIES

SURVEY OF LOCAL COMMUNITIES	98
COMMUNITY STUDIES LOCATION MAP	99
LAND USE - EAST HARLEM MAP	100
TOPOGRAPHY - RIVERDALE MAP	102
STREETS - GREENWICH MAP	103
TRANSPORTATION - EAST BRONX MAP	104
UTILITIES - EAST BRONX MAP	105
COMPOSITE ZONING - EAST HARLEM MAP	106
TAX ARREARS - EAST SIDE MAP	108
RENTALS - LONG ISLAND CITY MAP	110
PLAY STREETS AND ACCIDENTS - HARLEM MAP	111
POPULATION DENSITY - FOREST HILLS MAP	112
SOCIAL BASE MAP - EAST HARLEM	114

EDUCATION AND INTERPRETATION

REPORT ON ACTIVITES	118
SUBWAY RUSH - CARTOON	118
OLD AND NEW HOUSING - DRAWINGS	119
WHAT A PLACE TO PLAY - SKETCH	120

LIBRARY AND INFORMATION BUREAU

REPORT ON ACTIVITIES	122

REPORT ON PLANNING

STUDIES AND SURVEYS

PROGRESS REPORT

INTRODUCTION

The problems of a great city are both obvious and obscure. They are either too far removed to be seen; or they are too close to be noticed. One thing is certain - they are not growing any simpler. When the commissioners of 1807 presented their report, it was clear that the completion of a street system for Manhattan was their principal concern.

Almost exactly a century later the McClellan commission, reporting in 1907, touched upon a much wider range of subjects, including:

1. Proper and suitable avenues between the different parts of each borough, as well as between the different boroughs.
2. Development of a park system for each borough and between the borough systems, and reservation of waterfront for park purposes.
3. The broadening of streets and avenues on existing levels and the removal of obstructions.

It was not many years before the Commission on Heights of Buildings, reporting in 1915, added another subject of rapidly growing importance in its recommendations for restriction of building in the interest of light and air, leading to the passage of the Zoning Resolution in 1916.

Shortly thereafter attention was directed upon what is unquestionably the focal problem, that of the proper development of the Port of New York through the report of the New York - New Jersey Port and Harbor Development Commission in 1920. It was as a result of this report that the Port of New York Authority was established.

The Regional Plan Committee, appointed soon thereafter by the Russell Sage Foundation, broadened the scope of planning activities still further, including in its studies not only the problems of physical development, but legal, social and economic fields as well.

If the number and complexity of its problems have greatly increased so too has the city itself grown in this period. In size, it has increased from a few square miles at the lower tip of Manhattan to the present 300 square miles of the five boroughs. And the increase in population, from 120,000 in 1810 to something over seven million at the present time, has been both the wonder of the Western World and the despair of those who have tried to keep abreast of its problems.

He who would solve the city's problems soon confronts obstacles. For it is immediately apparent that no person, whatever his training or experience, is in possession of all the facts necessary to consider, much less solve, the problems of this great modern city.

I N T R O D U C T I O N

It is not difficult to discover what kinds of facts are needed. They must start with the land itself, and all that goes to make up the city's natural endowment and setting; they must embrace the "improvements" which man has added since he took over the site; they must not forget man himself lest the city fail of its major purpose as a setting for human activities; and finally they must contribute to a realistic appraisal of the economic potentialities. It is useless to "plan" for a great many things that can never be; it is equally short sighted not to use planning as a practical means of obtaining the most that can be had within our limited resources.

The kinds of facts needed are therefore reasonably clear. The more difficult problem is to determine the amount of detail to be considered; to maintain a sense of proportion as between one subject and another.

This report is the result of such a process in New York during the past year. The various items included show, either fully or by sample, the kinds of facts it was felt were needed to give a logical conception of the city's problems and their solution. As indicated in the discussion of staff organization on page twelve, it has been possible to embark upon some new methods of attack, as compared with previous city planning efforts. The staff available has been so much more numerous than could be obtained under normal conditions as to permit, even to require, new methods - the extension of investigations into new fields and in greater detail than heretofore, and the devising of new methods of "mass production" for the assembly, presentation and analysis of the facts.

It should be borne in mind that most of the original studies are in color and at such scales that direct reproduction in a small report at limited cost would be impossible. The material therefore includes a good many simplifications from originals, a number of reproductions not wholly satisfactory in themselves but sufficient to indicate the nature of the originals at the project headquarters, and in several instances samples of more voluminous material also available for reference.

Each of these items was produced for some specific purpose related to the preparation of a plan for the city. We have never willingly gathered facts merely for facts sake. It is already evident that these facts are useful to many agencies, official and private; also that they are invaluable for educating the people of the city as to its problems. It is for these reasons that the present report is issued, and if it results in further evidence of such usefulness, or in constructive criticism of the methods employed, the Committee will feel amply repaid.

Lawrence M. Orton

Director

PROGRESS REPORT

DIRECTION AND ADMINISTRATION

For efficiency of organization, project direction and administration was divided into technical, to supervise the scheduled work program; and non-technical, to handle office routine.

Technical direction and administration of the staff engaged in executing the committee program, as approved by the Works Progress Administration, November 1935, has required careful coordination and detailed supervision of each process.

Technical methods have necessarily been adapted to the scale of operations involved; and planning techniques developed which enabled a large staff to produce satisfactory results from a mass of varied factual material. New planning procedures for the collection of data covering the entire city; translation of these data into simple maps, charts and tables for comparative study; analysis and correlation of each group of factors, have been evolved to meet technical requirements and to fulfill the objectives of the Mayor's Committee.

Although the project was organized for administrative purposes into six working units, these related groups have functioned as a coordinated whole. The staff has furnished splendid cooperation in assembling necessary information and executing both general and detailed preliminary studies.

The staff allowed in the approved project was five hundred and fifty, but the shortage of qualified personnel on WPA prevented realization of this quota. As a result, the staff has averaged only two hundred eighty-nine persons during the past year. The lack of sufficient professional and technical workers has increased the difficulties and responsibilities of direction, and correspondingly curtailed scheduled work. Therefore, less than forty-eight per cent of the funds allocated to the project by WPA will have been expended on June 30, 1936.

Despite this curtailment of the proposed program, a substantial quantity of material has been produced, as evidenced by samples reproduced herein, thus laying a firm foundation for advanced studies in the future. With the continued cooperation of WPA and additional expert consultation furnished by the Committee, the staff should formulate a preliminary master plan during the coming year.

Non-technical administration functions include supervision of office management; requisitioning, disbursing and accounting for all equipment, materials, supplies and reproduction service; and supervision of personnel matters on the project. The project has been complimented repeatedly upon the excellence of routine reports submitted to WPA.

CITY-WIDE PLANNING

STUDIES

PROGRESS REPORT

POPULATION

Planning New York means providing for the needs of the people who will live here in the future. To plan well, the first essential is to know as much as possible about the number and distribution of the people for whom the plan is intended.

The Mayor's Committee made special arrangements for use of the original field records of the 1934 Real Property Inventory, which included a complete house-to-house canvass of population and number of families. Using these data, the population of every block in the city was tabulated. An office study map was next made, with the actual resident population recorded in each block. The same data were also shown on a colored map, each color representing a specific range of total block population, such as 300 to 499 people, 500 to 699 etc., thus giving a clear visual impression of the location and extent of population concentrations. The colored map is one of a series that was included as a supplement to the published report of the Real Property Inventory. A limited number of copies have also been made available to public and private organizations that were in a position to use it to advantage.

Back in 1923, the Regional Plan of New York and Its Environs retained several of the foremost population experts in the country to prepare estimates for the growth of the five New York City boroughs. These authorative predictions, checked and counterchecked by independent statistical methods, were re-examined and revised after the 1930 census. When the 1934 count brought surprises, the Regional Plan again adjusted its series of estimates. All this work was done with such care and by such competent population students, that the Committee's staff feels fully satisfied that the resulting long-range predictions are as accurate as can be obtained. It has therefore accepted the Regional Plan figures for the probable ultimate population of the five boroughs, together with the conclusion that these totals will be reached by 1960 or 1965, after which there will be little further increase in any borough.

The accompanying table gives borough and city population totals for 1930 and 1934. The 1934 count proved useful by revealing marked changes and altered local trends during the four years since the Federal census of 1930. Without this up-to-date information, the staff would have had to base its studies upon a statistical foundation that no longer accords with actual conditions. For the first time in its history, the city lost population. The downtrend in Manhattan which began in 1910, was accompanied by a moderate reduction in Brooklyn, and the two together over-balanced the increases that continued to take place in the three newer boroughs, leaving a total of only 6,874,154 as against 6,930,446, in 1930. The 1936 population of the city has been estimated recently by the Health Department at 7,363,624, a reasonable increase over 1934.

POPULATION

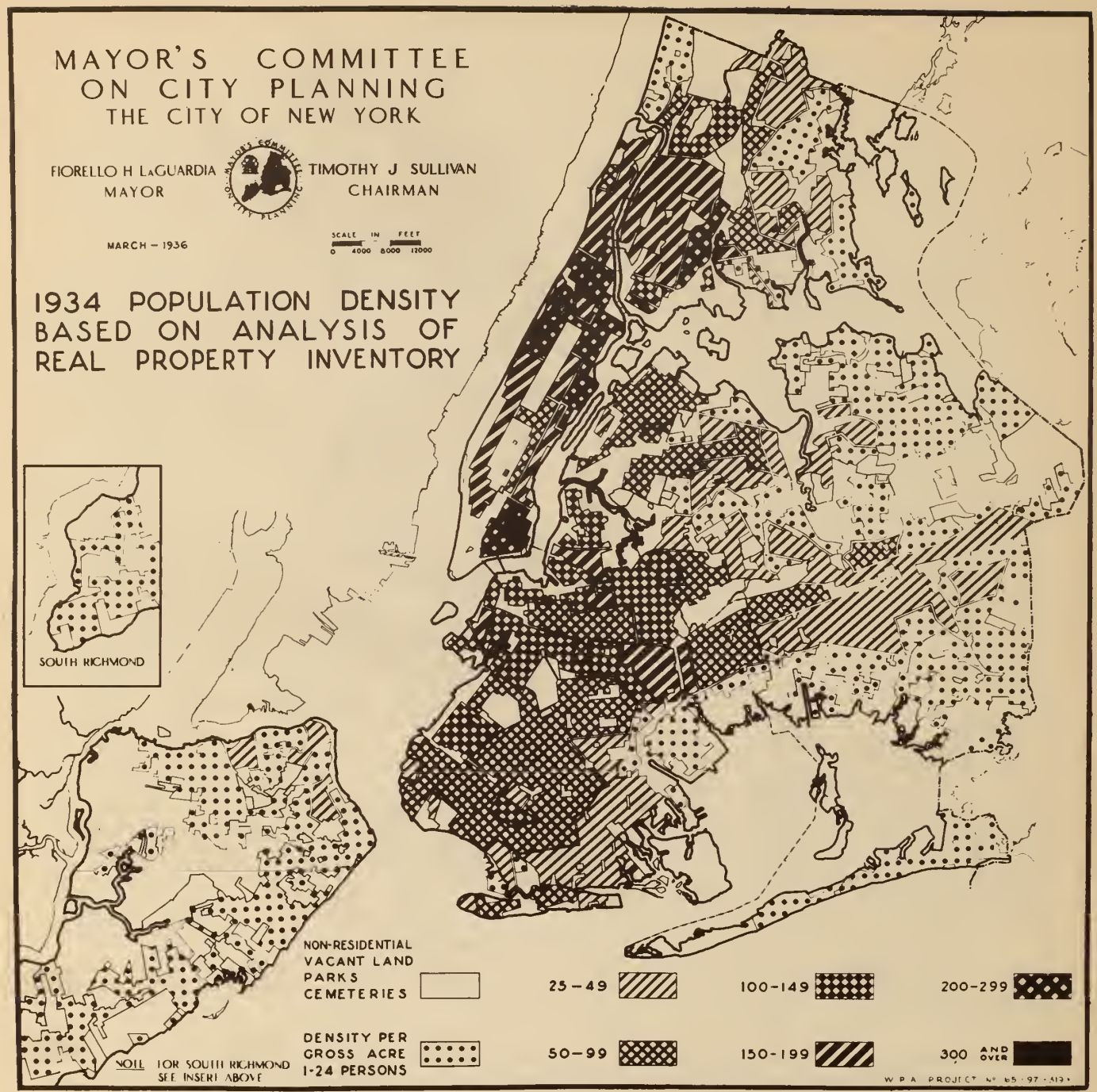
MAYOR'S COMMITTEE ON CITY PLANNING

BOROUGH	U.S. CENSUS 1930	REAL PROPERTY INVENTORY 1934	ESTIMATED POTENTIAL	RATIO POTENTIAL TO 1934	ESTIMATED PROBABLE ULTIMATE	RATIO ULTIMATE TO 1934
Manhattan	1,867,312	1,724,245	2,197,600	1.27	1,678,000	0.97
Bronx	1,265,258	1,294,873	2,488,200	1.92	1,987,000	1.55
Brooklyn	2,560,401	2,550,448	5,424,600	2.13	3,527,000	1.30
Queens	1,079,129	1,144,250	4,108,700	3.59	1,900,000	1.66
Richmond	158,346	160,338	1,584,900	9.90	335,000	2.09
CITY TOTAL	6,930,446	6,874,154	15,802,000	2.30	9,227,000	1.34

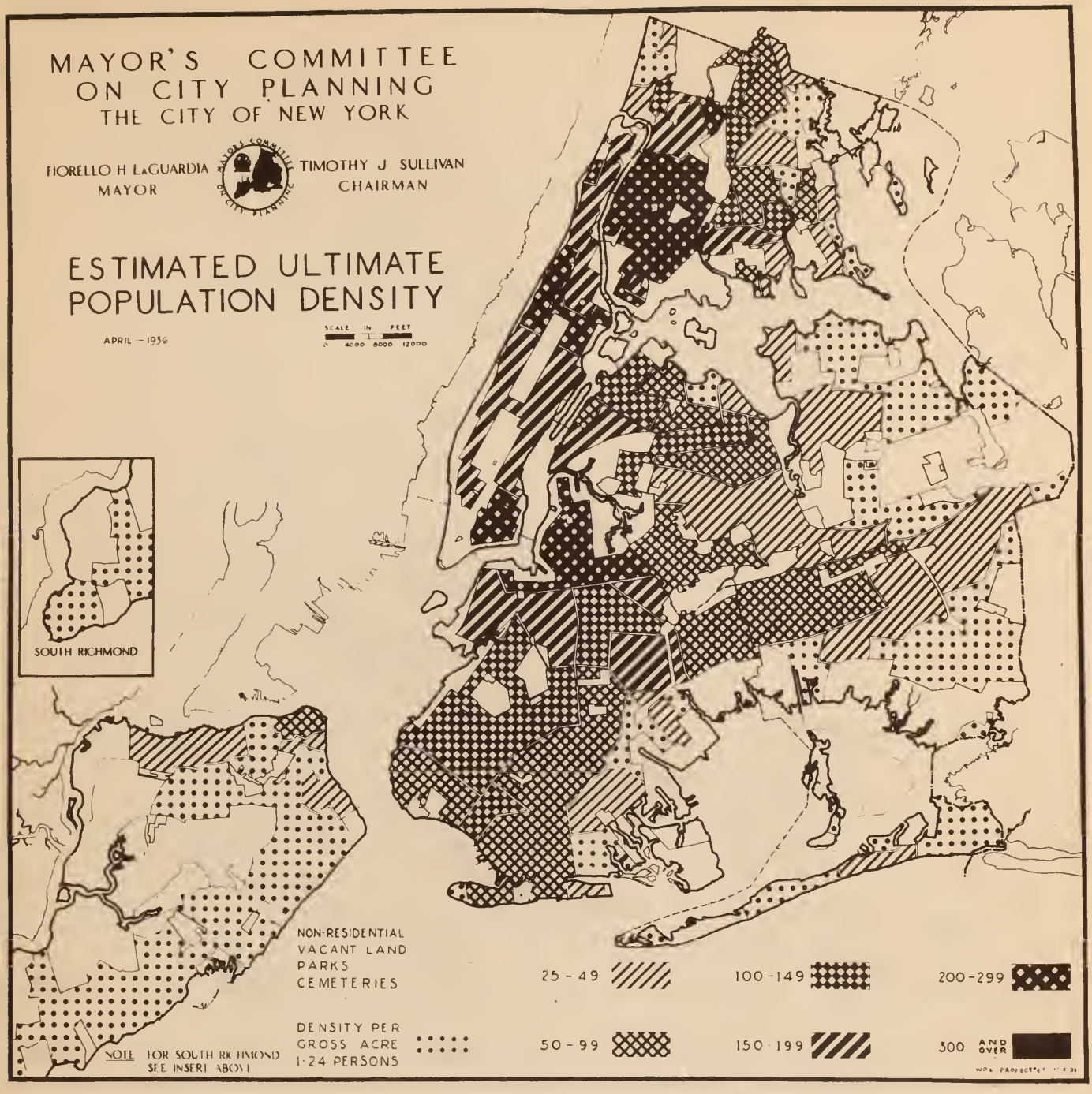
With large unbuilt and sparsely settled areas in the Bronx, Queens and Richmond, it is evident that the city could house a vastly larger population. The Committee's staff in studying what this total might reach, discarded the premise of building to the limits permitted by our zoning as giving utterly fantastic totals. Thus, as is pointed out in the discussion of zoning on page 74 of this report, New York City could house 76.7 million people without violating the height and area provisions of the zoning resolution.

The staff, desiring a more rational approach to the problem, assumed that growth might proceed to saturation without changing the balanced proportion of housing types that characterize the various sections of each borough. These totals, labelled "Estimated Potential" are given in the above table, together with ratios of potential to 1934 actual populations. Thus there is land enough in Queens for over 4,100,000 people or 3.59 times its present total, without increasing the present ruling percentage of the occupied area built up with apartment houses. Today, much area is not occupied while the potential estimate is based on all residential area being used.

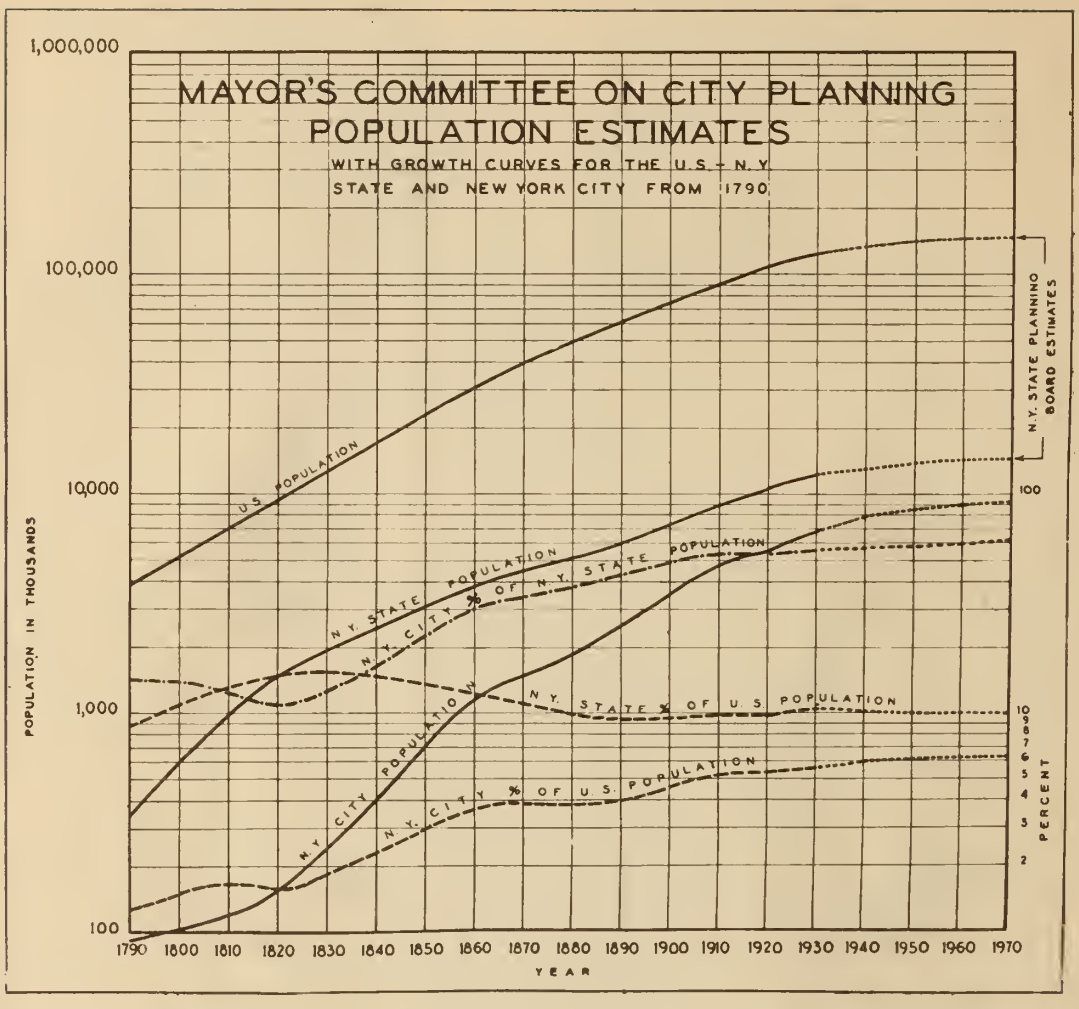
Evidently the estimated total potential population of 15,795,000 for New York can never be reached, as there is not a sufficient reservoir of people from which so many new residents can be attracted. The staff therefore presents in the last column the estimated probably ultimate borough populations, taken from the research studies of the Regional Plan Association. These provide for a 34 per cent growth of the city as a whole, with Manhattan continuing to lose a little; Bronx and Queens increasing over 50 per cent; Brooklyn growing at a more gradual pace, and Richmond doing somewhat better than doubling its present small total.



The maps on these two pages give a graphic comparison of population density throughout the city as it was in 1934 and as it is believed it will be by 1965.The second map is particularly significant in that it interprets the meaning of the ultimate population estimates. There will be plenty of room for everybody without the overcrowding we have today. A better distribution can and should be achieved, with many sparsely settled areas building up by influx from sections that are now unnecessarily congested

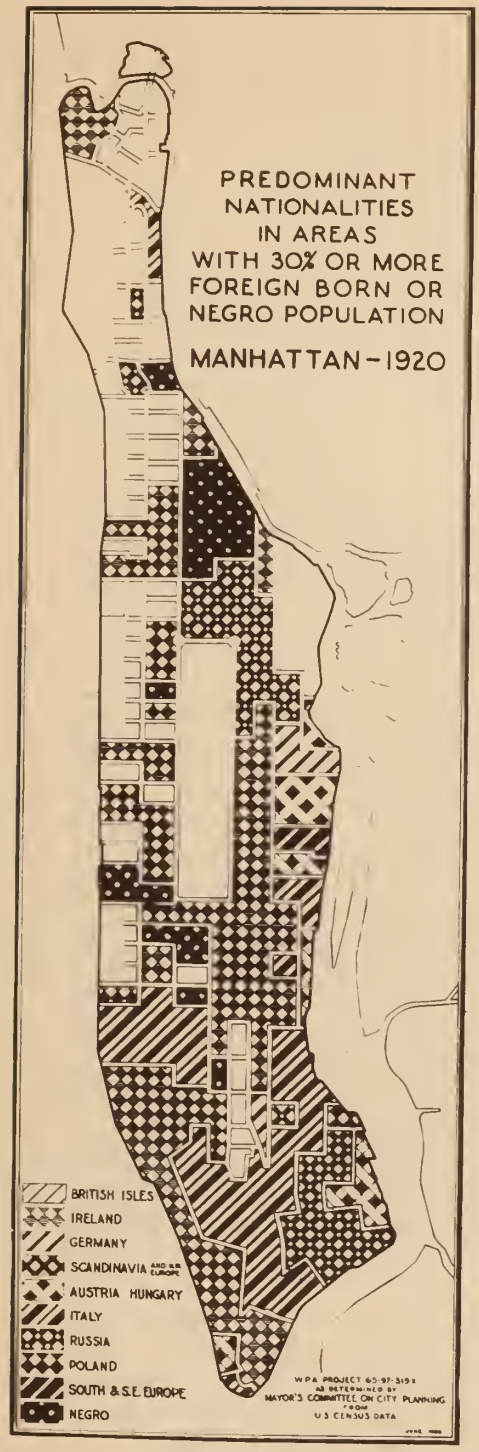


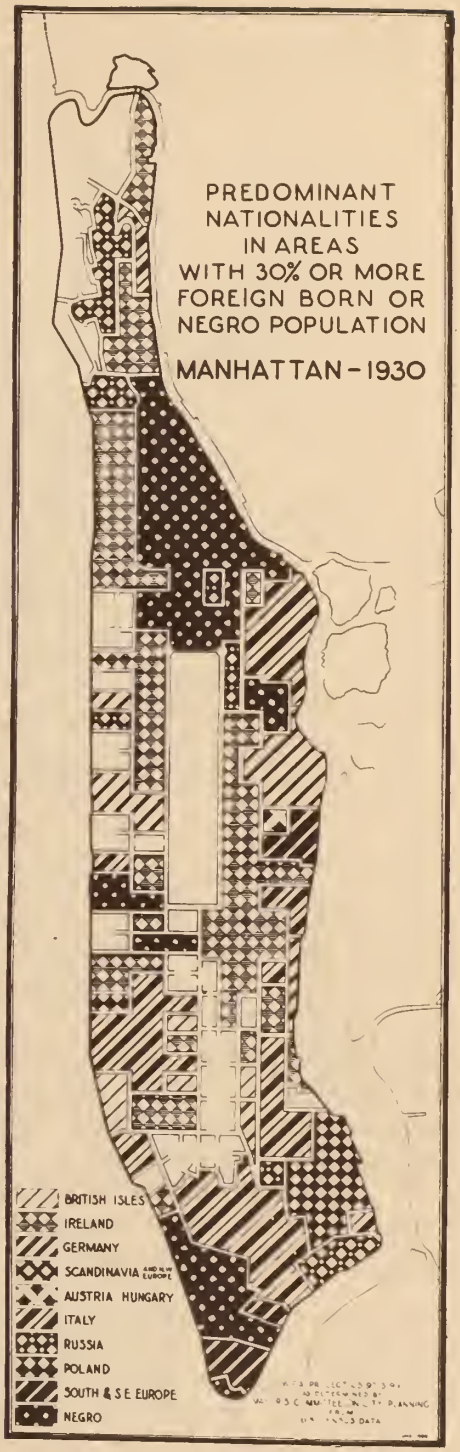
and therefore less attractive as places to live. Some of the Manhattan sections that are in the 200 to 299 group are predicted to drop below 200, on the assumption of eventual rebuilding with much less lot coverage than was permitted for old law tenements. There are large areas of Brooklyn, the Bronx and Queens that will take their places in the next higher density group. Richmond can double its population without exceeding 24 persons per acre except in the built-up communities that fringe its northern shore.


MAYOR'S COMMITTEE ON CITY PLANNING
POPULATION ESTIMATES
WITH GROWTH CURVES FOR THE U.S. - N.Y. STATE AND NEW YORK CITY FROM 1790
1,000,000
100,000
10,000
1,000
100
POPULATION IN THOUSANDS
U.S. POPULATION
N.Y. STATE POPULATION
N.Y. CITY % OF N.Y. STATE POPULATION
N.Y. STATE % OF U.S. POPULATION
N.Y. CITY POPULATION
N.Y. CITY % OF U.S. POPULATION
N.Y. STATE PLANNING BOARD ESTIMATES
100
10
PERCENT
1790 1800 1810 1820 1830 1840 1850 1860 1870 1880 1890 1900 1910 1920 1930 1940 1950 1960 1970
YEAR

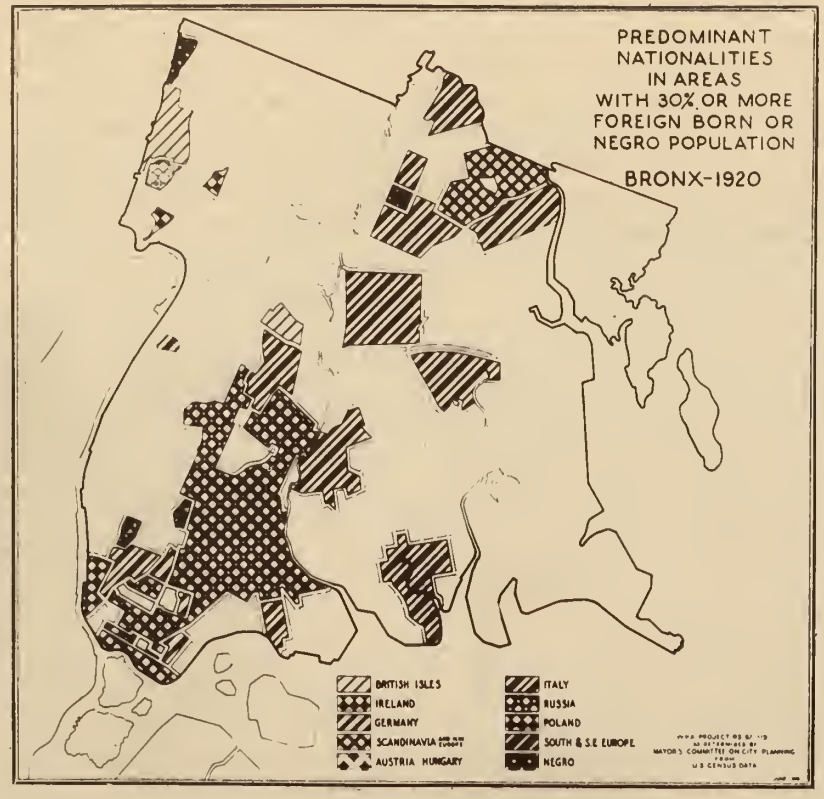
The chart above shows how the nation, the state and the city have grown from 1790 to 1930, with each curve projected to the year 1970. For the United States as a whole, we see that the growth has followed a line of uncanny smoothness, gradually flattening out with each succeeding decade until it reaches equilibrium at 144,000,000 people. This figure is the concensus of many well-considered judgments and has been accepted by the Division of State Planning of New York State.

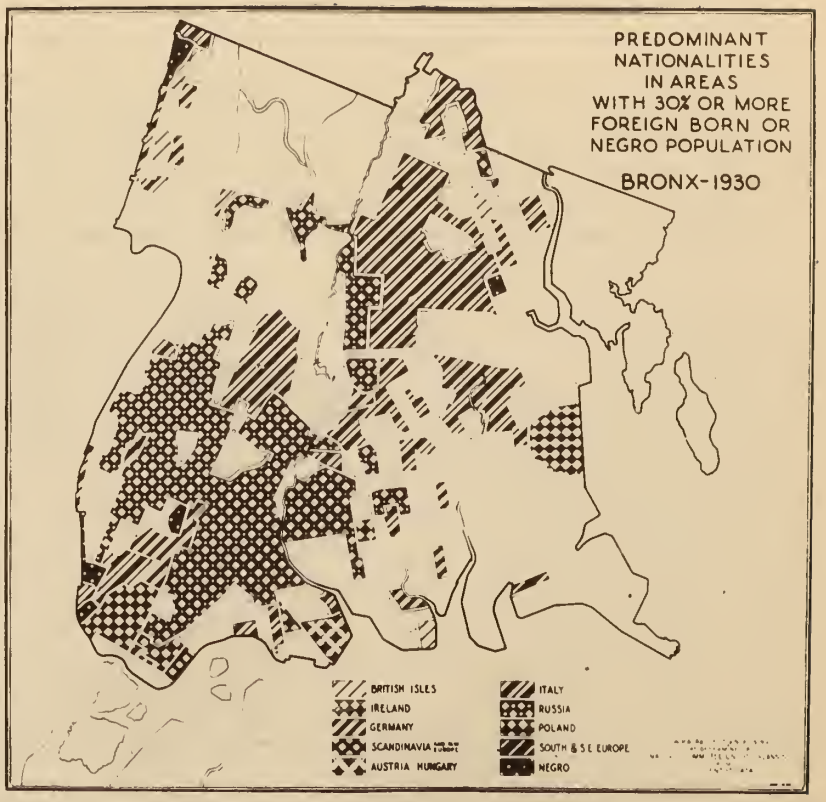
The chart also indicates the way in which the three curves are related to each other. Thus New York State has held very closely at 10 per cent of the national total ever since 1880, and this proportion is assumed not to vary. New York City's percentage increased rapidly up to 1860, and has since made a more slowly creeping advance. The curve is very apparently approaching a ceiling, and when the total reaches saturation at a little over 9,200,000, it will represent 6.35 per cent of the estimated total United States population.





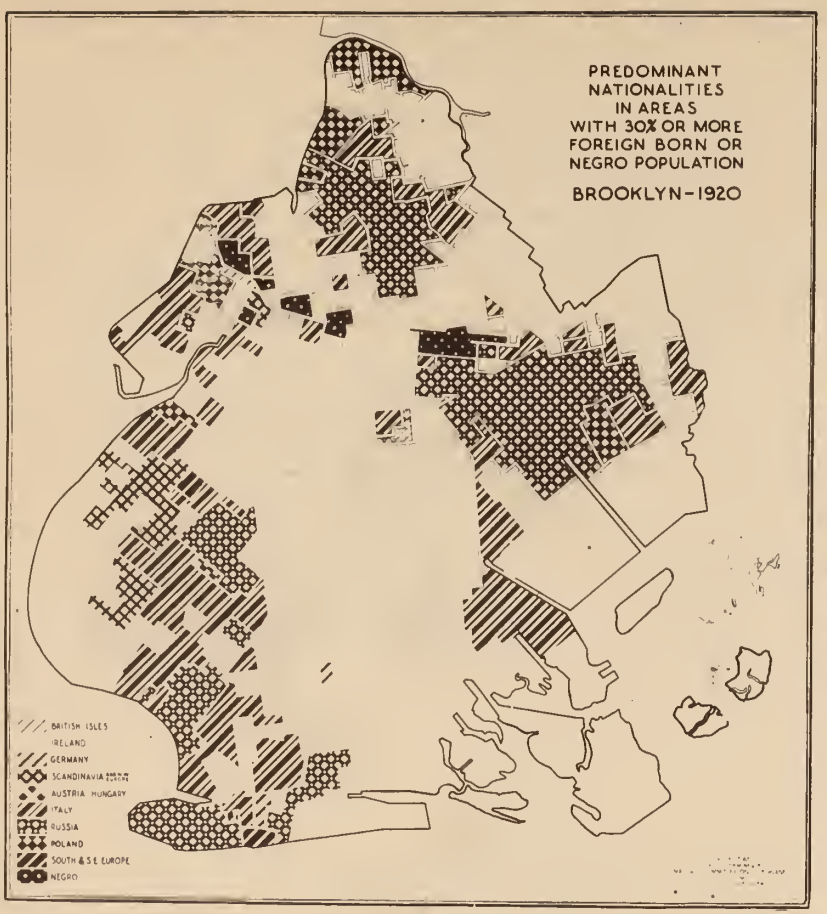
During the decade from 1920 to 1930, significant changes took place in the distribution of the foreign-born and negro population, as will be observed from study of the above maps and those on the succeeding pages.

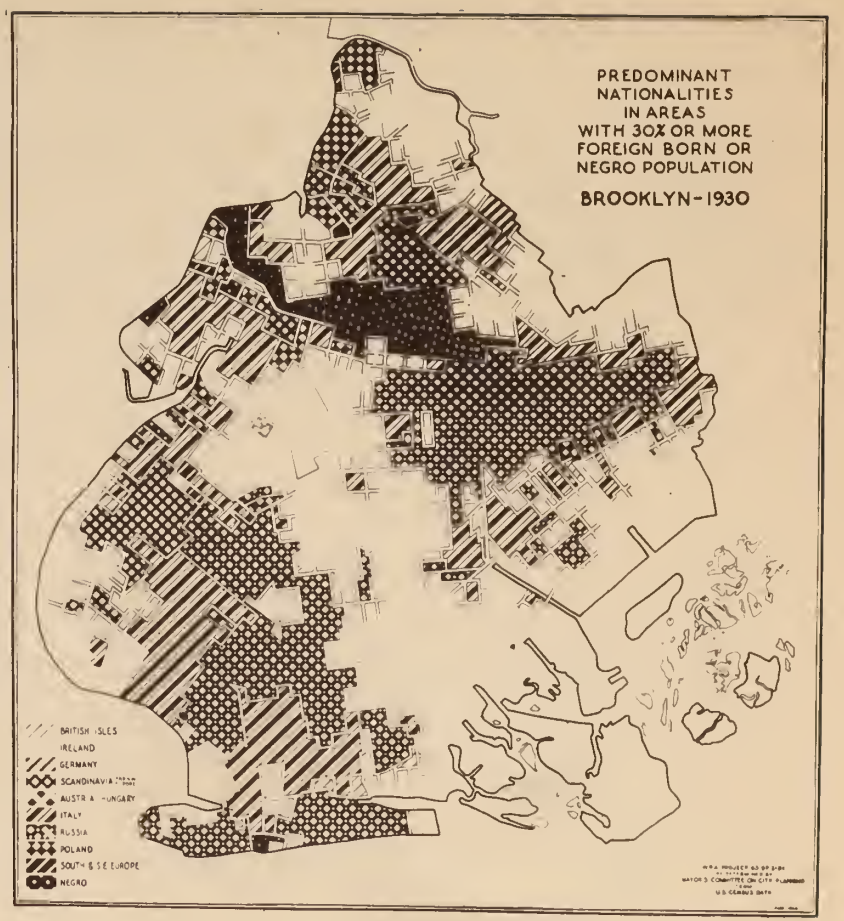




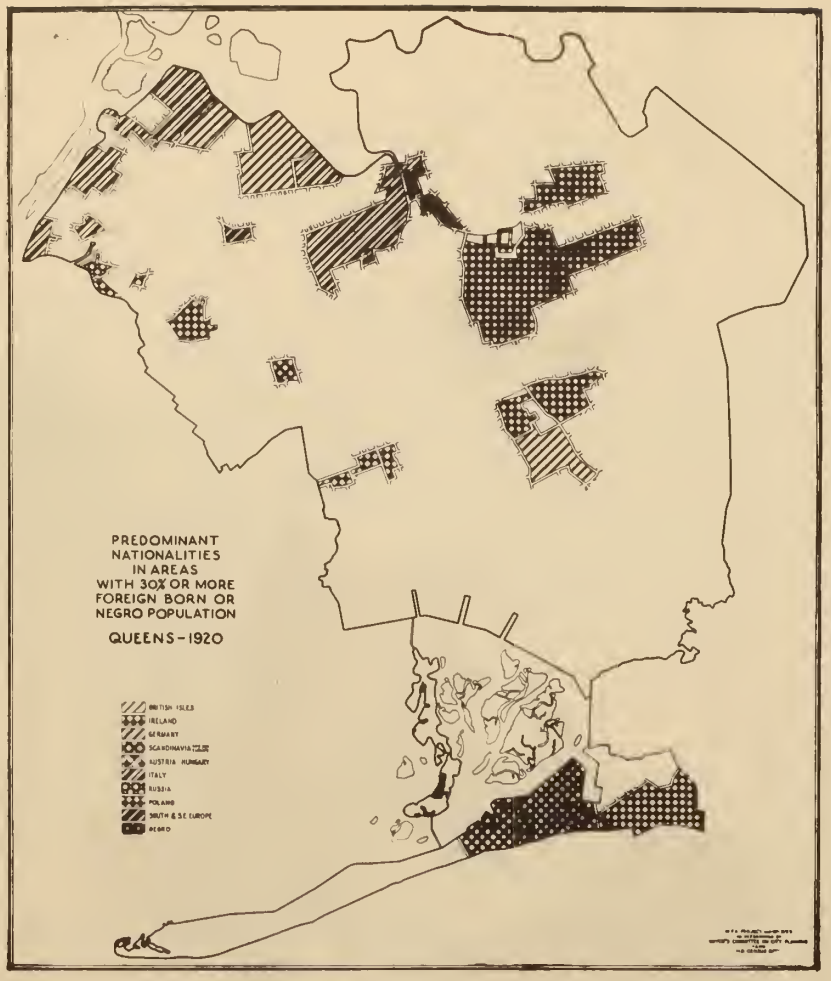
With the drastic restrictions on immigration imposed by Congress in 1924, it would be logical to have expected to find fewer and smaller areas in 1930 with 30 per cent or more foreign-born than in 1920. In several boroughs this does not prove to be the case. Examination of the census records from which the maps were prepared reveals that Manhattan lost 275,000 foreign-born, while the Bronx, Brooklyn, and Queens all had very large influxes, exceeding Manhattan's loss by a combined aggregate of 320,000. This can only be explained by heavy immigration during the first years of the decade, coupled with continuing infiltration of foreigners from other cities.

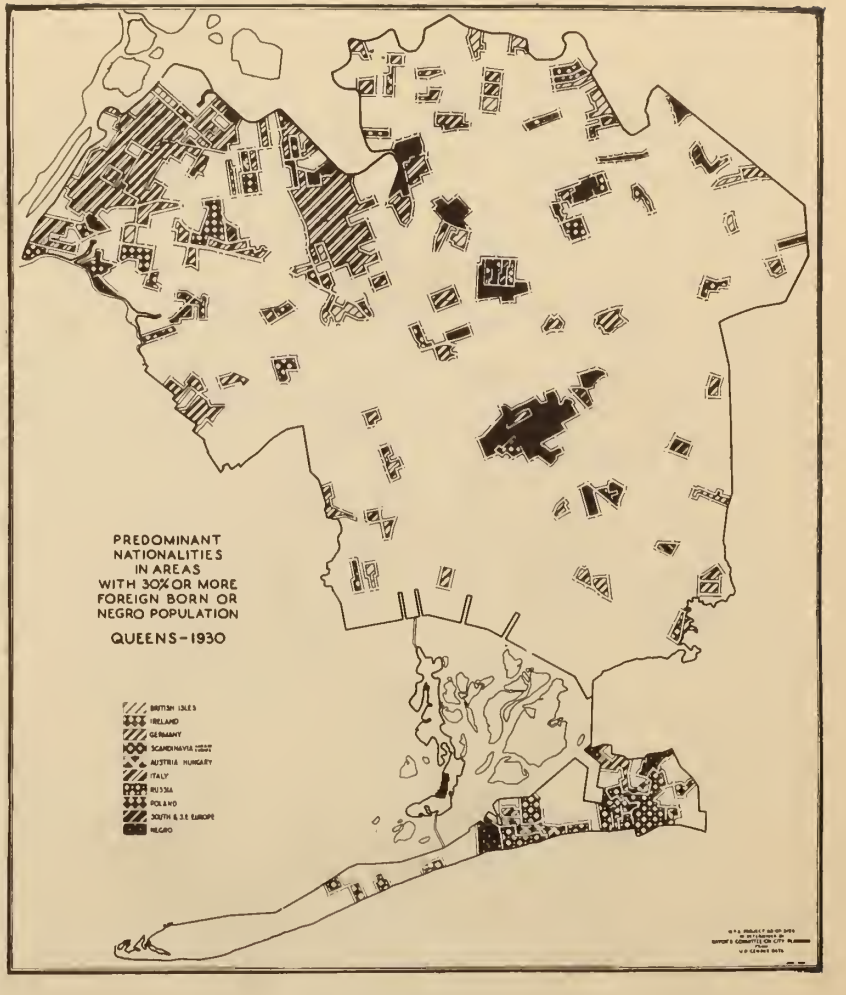
Referring back to the Manhattan maps, we note the extensive spreading of the Harlem colored colony and an exodus of Russians from the Lower East Side. The Bronx exhibits marked increases of Russians and Italians. Unquestionably many of these were attracted from congested sections of Manhattan.





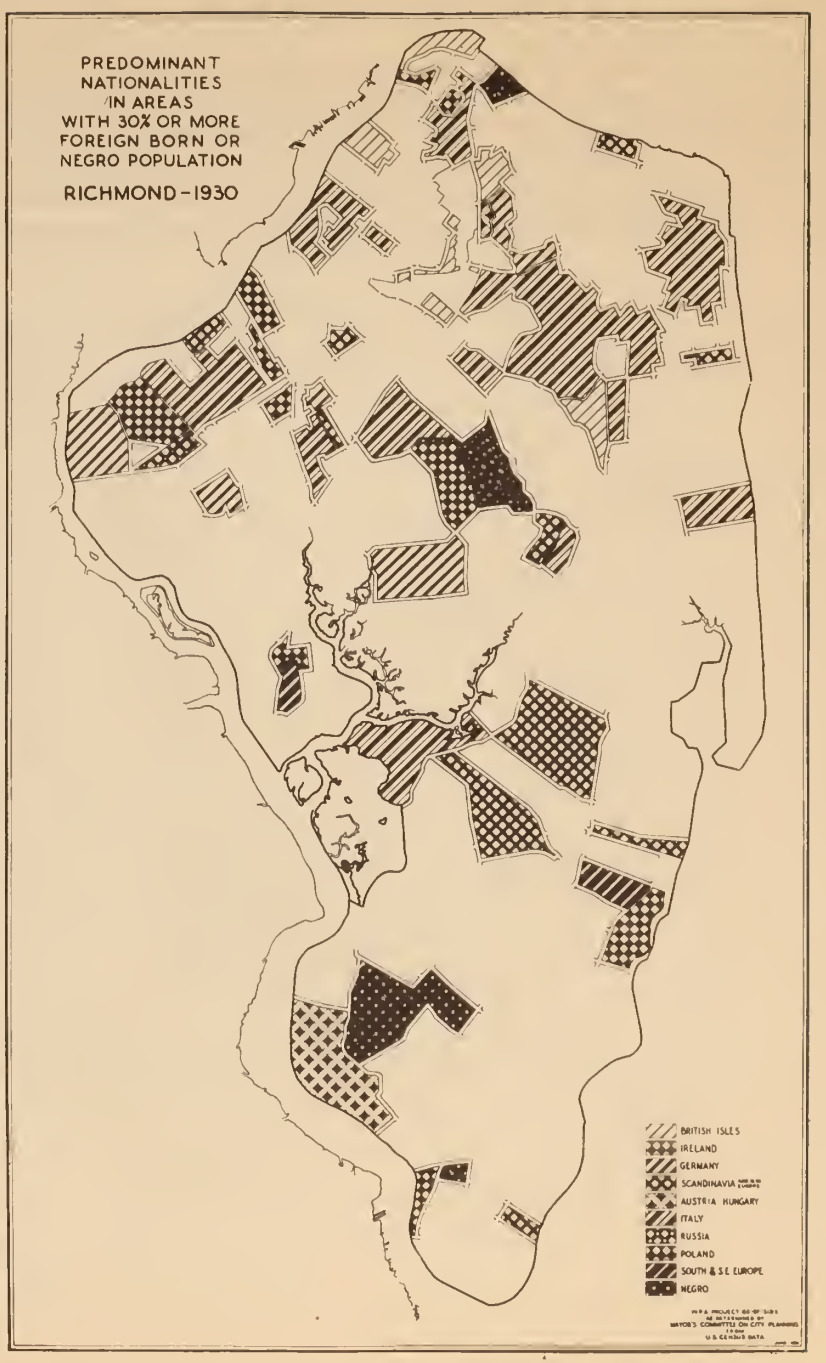
In Brooklyn again, the most noteworthy change is the significant growth of the Russian areas. A very large negro section has developed in the northern part of the borough, and Italian neighborhoods have increased somewhat in number and size. In both census years, there is an almost complete absence of high foreign concentrations in Flatbush and Flatlands. Brooklyn gained 221,000 foreign-born during the decade, but without substantial change in its proportion of foreign-born to total population. It becomes evident that this foreign influx centered in a few large well-defined districts, rather than tending to distribute itself with any degree of uniformity throughout the borough.





In Queens, by contrast with Brooklyn, we can see that wide distribution has taken place. The 153,000 additional foreign-born formed a great many new small colonies. One very large Polish section has fallen below 30 per cent, and thus no longer shows on the map. Richmond likewise reveals scattered new colonies of small area. The large Polish, Italian and German sections have an undue prominence on the 1920 map of Richmond inasmuch as they were very sparsely settled. Moderate influxes of American born citizens and other national elements have caused them to disappear from the picture.

PREDOMINANT
NATIONALITIES
IN AREAS
WITH 30% OR MORE
FOREIGN BORN OR
NEGRO POPULATION
RICHMOND - 1920
BRITISH ISLES
IRELAND
GERMANY
SCANDINAVIA
AUSTRIA HUNGARY
ITALY
RUSSIA
POLAND
SOUTH & S E EUROPE
NEGRO


PREDOMINANT
NATIONALITIES
IN AREAS
WITH 30% OR MORE
FOREIGN BORN OR
NEGRO POPULATION
RICHMOND - 1930
BRITISH ISLES
IRELAND
GERMANY
SCANDINAVIA
AUSTRIA HUNGARY
ITALY
RUSSIA
POLAND
SOUTH & S E EUROPE
NEGRO

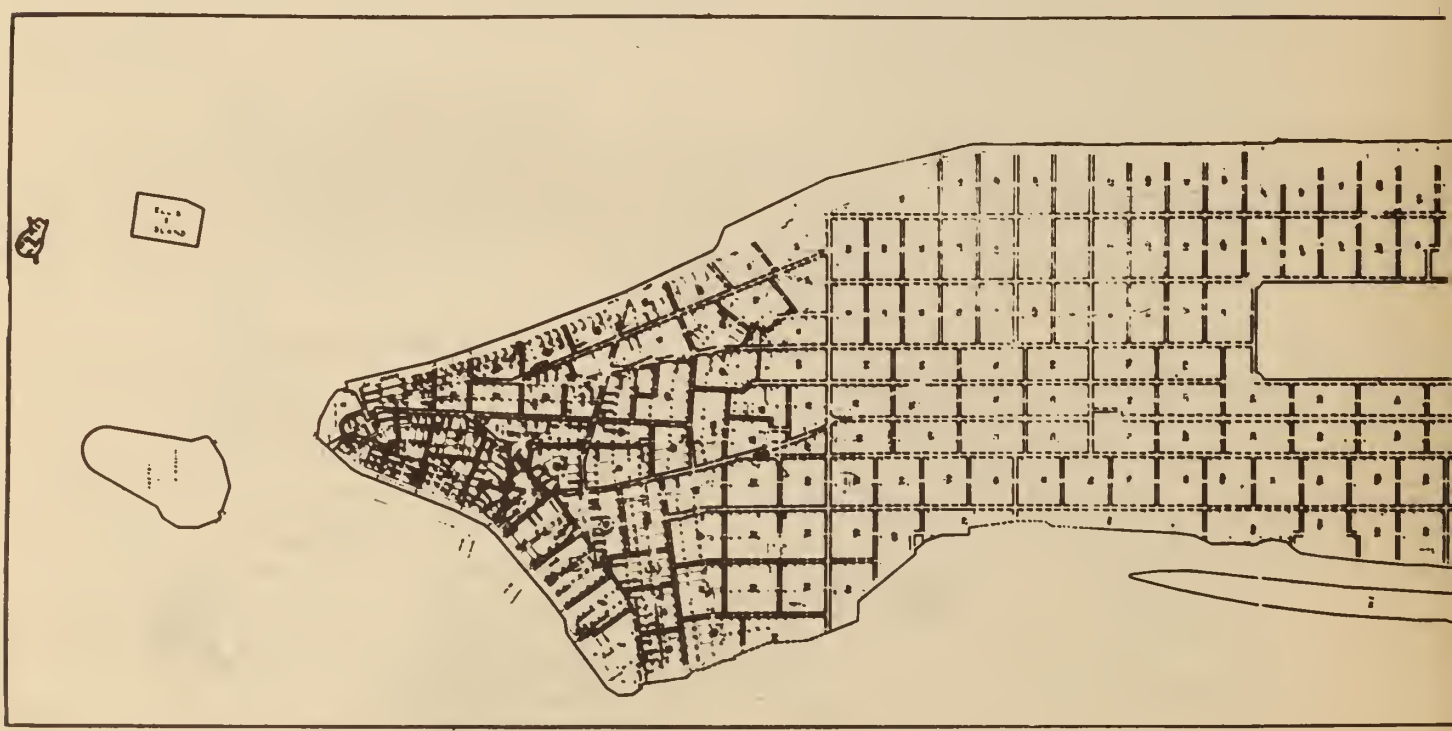
PROGRESS REPORT

CENSUS TRACT STANDARDIZATION

Prior to 1910 the Federal Census Bureau used assembly district maps for enumeration and tabulation of population in New York City. This map system of tabulation furnished comparable information from census to census on the population of the entire city, but unfortunately it did not permit comparisons of population movements within borough boundaries. The legislature usually reapportions assembly districts following each State Census, often changing the number as well as the boundaries, thus rendering these districts useless for determining intra-borough population trends.

In 1906, the late Dr. Walter Laidlaw advocated the establishment of "census tracts", pointing out that such permanent sub-divisions would enable the Census Bureau to obtain for each succeeding census, accurate and comparable population information for every such area within the city. Following this proposal Dr. Laidlaw supervised the preparation of maps which divided the city into census tracts ranging from nearly 50 to over 5000 acres. These maps were accepted and used by the Federal Census Bureau in the 1910 census.

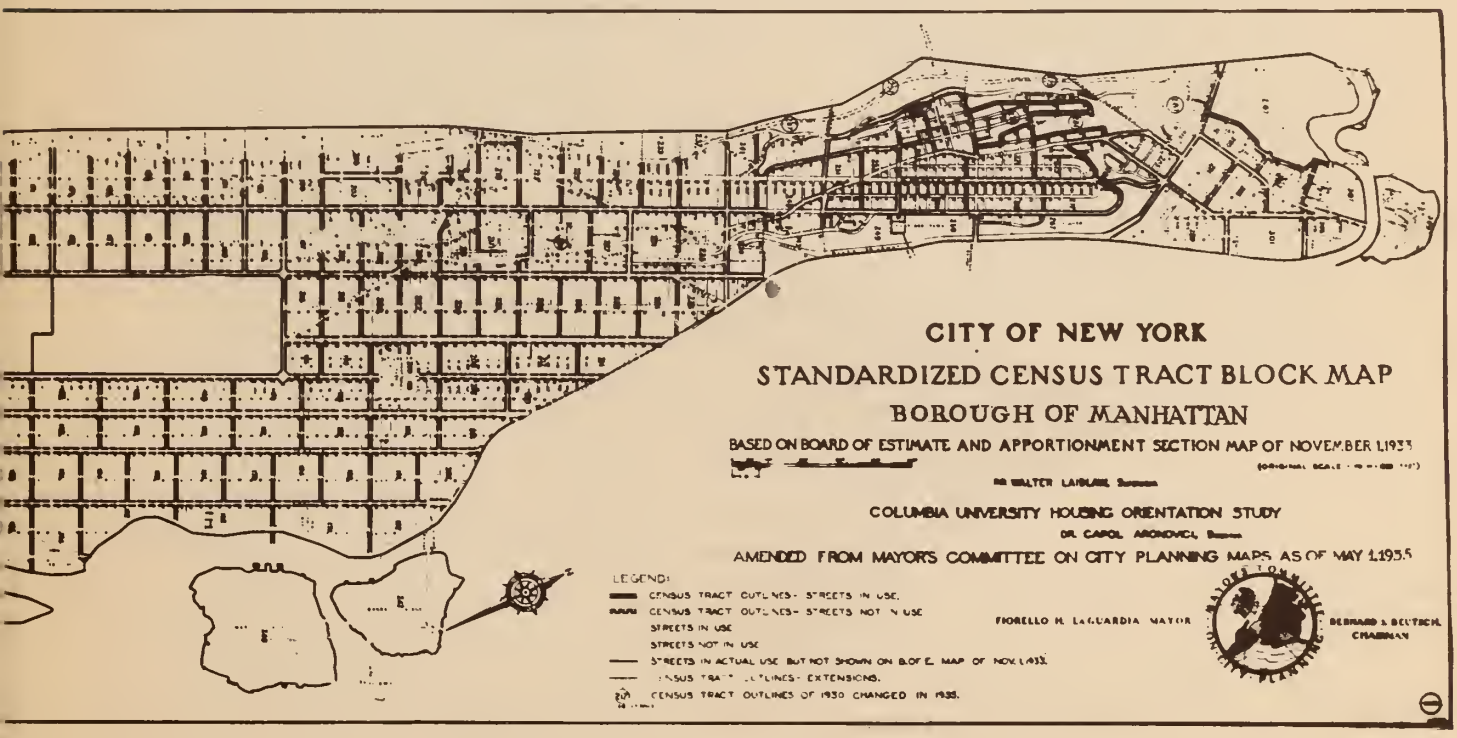
City Departments found census tracts very useful in statistical work. After adoption by the Health Department, census tracts were popularly



called "sanitary districts". To comply with city requirements the tracts of 1910 were subdivided into units averaging 40 acres, and Dr. Laidlaw's revised maps formed the basis of both the 1920 and 1930 censuses.

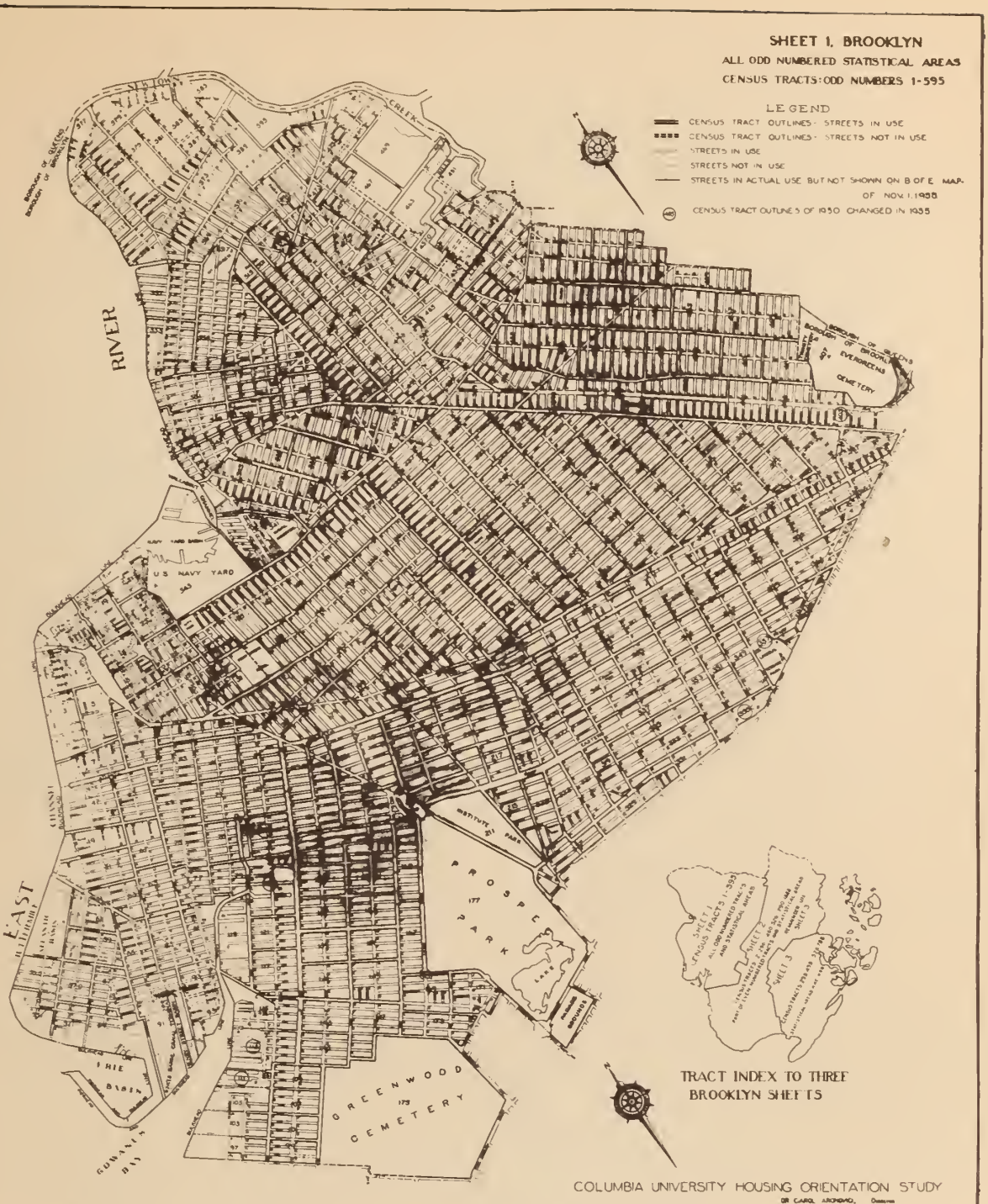
Maps used for these censuses were based on existing city maps which designated blocks by realty numbers. The Department of Taxes and Assessments assigns realty block numbers, as and when needed, but with no regard for continuity. Consequently two or more blocks in a single, or in several different tracts, often receive duplicate numbers. While this duplication of block numbers is satisfactory for tax records, it requires complex indexing to obtain census data for any particular block.

Many city departments, New York State and the Census Bureau require maps providing for registry and certification of block populations. To meet this need Dr. Laidlaw devised an alphabetical block designation, retaining census tract numbers. As may be seen on the Manhattan map below, this system is self-indexing. For example tract 307 contains 7 blocks, A to G inclusive. Each block is designated M307A, M307B, etc; M refers to Manhattan, 307 to tract and A to a single block. Under the old system blocks B, C, D and E were each numbered 2243. To obtain census data the Borough, tract and block number must be given and boundary streets accurately described! With nearly 50,000 New York City blocks, the complicated block number system is unwieldy and often inaccurate for statistical purposes.


CITY OF NEW YORK
STANDARDIZED CENSUS TRACT BLOCK MAP
BOROUGH OF MANHATTAN
BASED ON BOARD OF ESTIMATE AND APPORTIONMENT SECTION MAP OF NOVEMBER 1933
COLUMBIA UNIVERSITY HOUSING ORIENTATION STUDY
AMENDED FROM MAYOR'S COMMITTEE ON CITY PLANNING MAPS AS OF MAY 1935
LEGEND:
CENSUS TRACT OUTLINES- STREETS IN USE.
CENSUS TRACT OUTLINES- STREETS NOT IN USE
STREETS IN USE
STREETS NOT IN USE
STREETS IN ACTUAL USE BUT NOT SHOWN ON B.OF E. MAP OF NOV. 1933.
CENSUS TRACT OUTLINES- EXTENSIONS.
CENSUS TRACT OUTLINES OF 1930 CHANGED IN 1935.
FIORELLO H. LaGUARDIA MAYOR
BERNARD J. DEUTSCH, CHAIRMAN

CITY OF NEW YORK
STANDARDIZED CENSUS TRACT BLOCK MAP
BOROUGH OF THE BRONX - WEST OF BRONX RIVER
BASED ON BOARD OF ESTIMATE AND APPORTIONMENT SECTION MAP OF NOVEMBER 1935
DR WALTER LAIDLAW, Superintendent
(ORIGINAL SCALE 1 INCH = 1500 FEET)
COLUMBIA UNIVERSITY HOUSING ORIENTATION STUDY
DR. CAROL ARONOVICI Director
AMENDED FROM MAYOR'S COMMITTEE ON CITY PLANNING MAPS AS OF MAY 1935
MAYOR'S COMMITTEE ON CITY PLANNING
EAST
RIVER
ZOOLOGICAL GARDENS
LEGEND
STREETS IN USE
STREETS NOT IN USE

As in the past, maps acceptable to the Federal Census Bureau must be prepared locally if comparable tract or block population data are to be obtained from future censuses. Therefore, Dr. Laidlaw appealed to Langdon W. Post, Chairman of the New York City Housing Authority, to sponsor a standardization and expansion of census tract maps into census tract block maps. Dr. Carol Aronovici also foresaw the desirability of census groupings with permanent boundaries which would ultimately coordinate administrative work of all city departments depending upon census statistics. Consequently, Mr. Post sponsored map revision and Dr. Laidlaw commenced a monumental work under the supervision of Dr. Aronovici, Director of Columbia University Housing Orientation Study.


SHEET 1, BROOKLYN
ALL ODD NUMBERED STATISTICAL AREAS
CENSUS TRACTS: ODD NUMBERS 1-595
LEGEND
CENSUS TRACT OUTLINES: STREETS IN USE
CENSUS TRACT OUTLINES: STREETS NOT IN USE
STREETS IN USE
STREETS NOT IN USE
STREETS IN ACTUAL USE BUT NOT SHOWN ON B OF E MAP OF NOV. 1, 1933
CENSUS TRACT OUTLINES OF 1930 CHANGED IN 1935
RIVER
U S NAVY YARD
PROSPECT PARK
GREENWOOD CEMETERY
EAST
TRACT INDEX TO THREE BROOKLYN SHEETS

COLUMBIA UNIVERSITY HOUSING ORIENTATION STUDY
DR CAROL ARONOVICI, Director

CITY OF NEW YORK

STANDARDIZED CENSUS TRACT BLOCK MAP

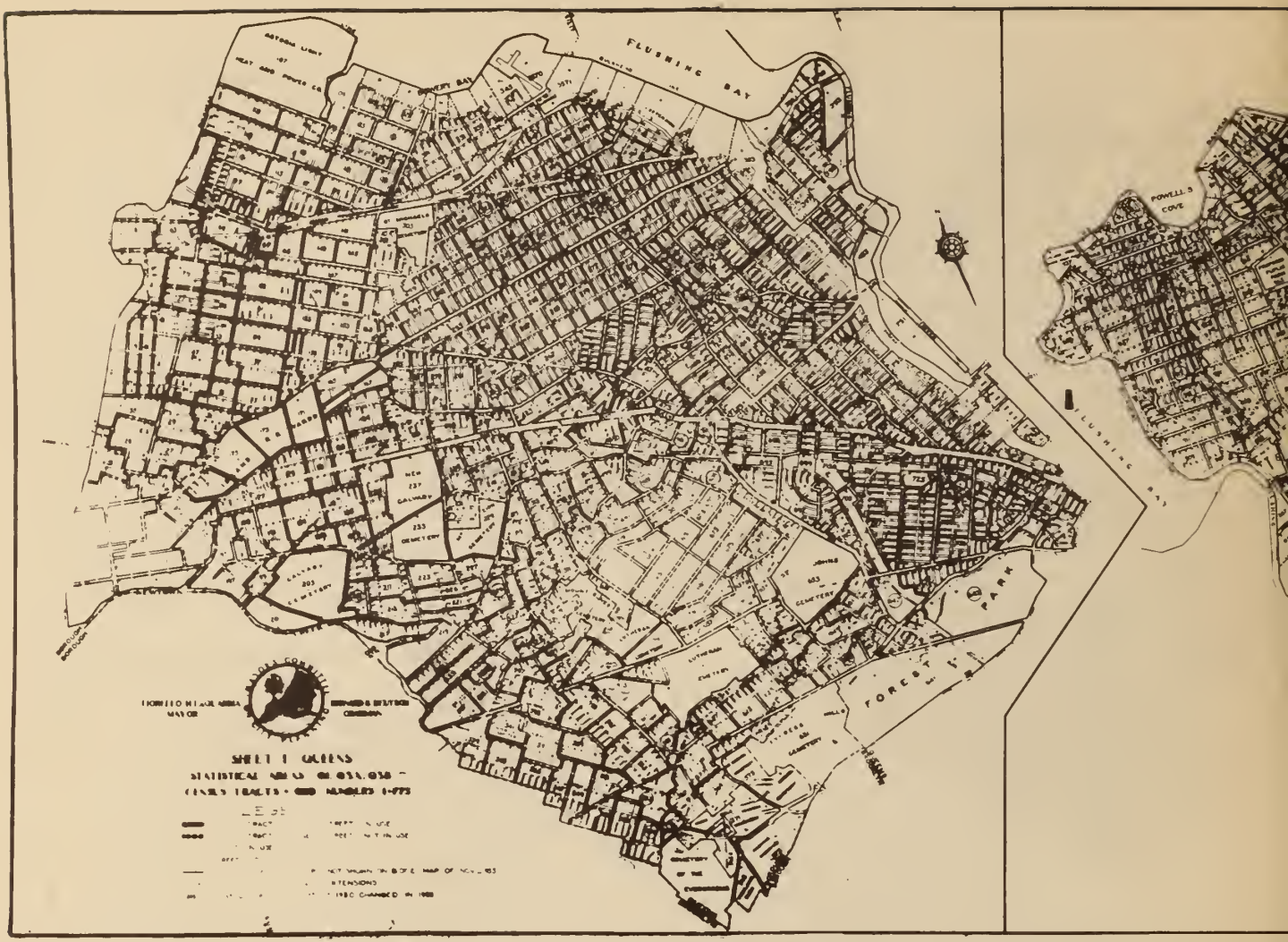
BOROUGH OF BROOKLYN

SHEET 1

FIORELLO H. LaGUARDIA
MAYOR

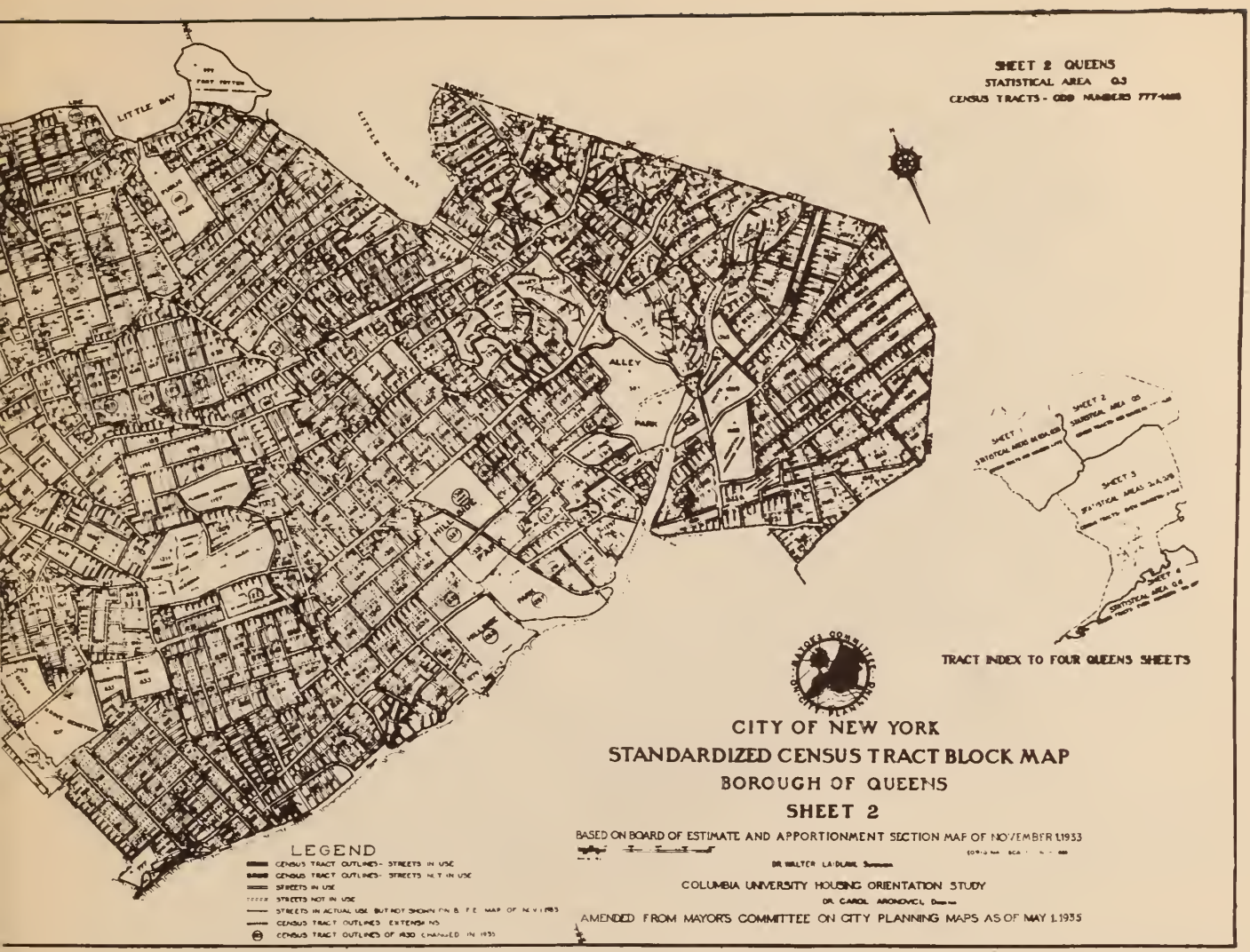
BERNARD S. DEUTSCH
CHAIRMAN

BASED ON BOARD OF ESTIMATE AND APPORTIONMENT SECTION MAP OF NOVEMBER 1, 1933
DR WALTER LAIDLOW Supervisor (ORIGINAL SCALE 1 INCH = 1500 FEET)
AMENDED FROM MAYOR'S COMMITTEE ON CITY PLANNING MAPS AS OF MAY 1, 1935



To establish permanent boundaries for future censuses, and to meet the exacting requirements of field enumeration, it was essential not only to designate tracts by number and blocks by letters, but also to indicate every city street, whether in existence or merely mapped. Dr. Laidlaw had access to the street status survey of New York City, completed in 1935 by the Mayor's Committee on City Planning, which furnished the only available information as to the actual existence of all streets shown on the official city map. As he had almost constant need for the original street status maps and other data on file with the Mayor's Committee, Dr. Laidlaw was invited to join the staff. Every facility was placed at his disposal to aid in expediting his work.

On the above Queens map section, mapped but non-existing streets are indicated by broken lines and every undeveloped block is thus bounded and designated by letter for future enumeration.


SHEET 2 QUEENS
STATISTICAL AREA 03
CENSUS TRACTS - ODD NUMBERS 777-1499
LITTLE BAY
LITTLE NECK BAY
ALLEY
PARK
TRACT INDEX TO FOUR QUEENS SHEETS
CITY OF NEW YORK
STANDARDIZED CENSUS TRACT BLOCK MAP
BOROUGH OF QUEENS
SHEET 2
BASED ON BOARD OF ESTIMATE AND APPORTIONMENT SECTION MAP OF NOVEMBER 1,1933
DR. WALTER LAIDLAW, Statistician
COLUMBIA UNIVERSITY HOUSING ORIENTATION STUDY
DR. CAROL ARONOVICI, Director
AMENDED FROM MAYOR'S COMMITTEE ON CITY PLANNING MAPS AS OF MAY 1,1935
LEGEND
CENSUS TRACT OUTLINES- STREETS IN USE
CENSUS TRACT OUTLINES- STREETS NOT IN USE
STREETS IN USE
STREETS NOT IN USE
STREETS IN ACTUAL USE BUT NOT SHOWN ON B.T.E. MAP OF NOV. 1933
CENSUS TRACT OUTLINES EXTENSION
CENSUS TRACT OUTLINES OF 1930 CHANGED IN 1933

The Queens section is typical of the detail involved in map "standardization". As planned by Dr. Laidlaw the city will be mapped with Manhattan drawn on one sheet; the Bronx on two; Brooklyn, three; Queens, four; and Richmond, two sheets. After succeeding censuses it will be possible to obtain from the Census Bureau information permitting comparisons of population movements on the basis of these maps. Public and private agencies, and individuals concerned with city problems or developments, will find such detailed facts of considerable value in the future.

In addition to the Mayor's Committee, various city departments, the Cities Census Committee and the Welfare Council rendered invaluable assistance to Dr. Laidlaw. He was also in constant touch with the U.S. Census Bureau to insure agreement in every detail. The sudden death of Dr. Laidlaw in May, when his maps were substantially complete, is to be deeply regretted. These maps will stand as a memorial to his foresight.

PROGRESS REPORT

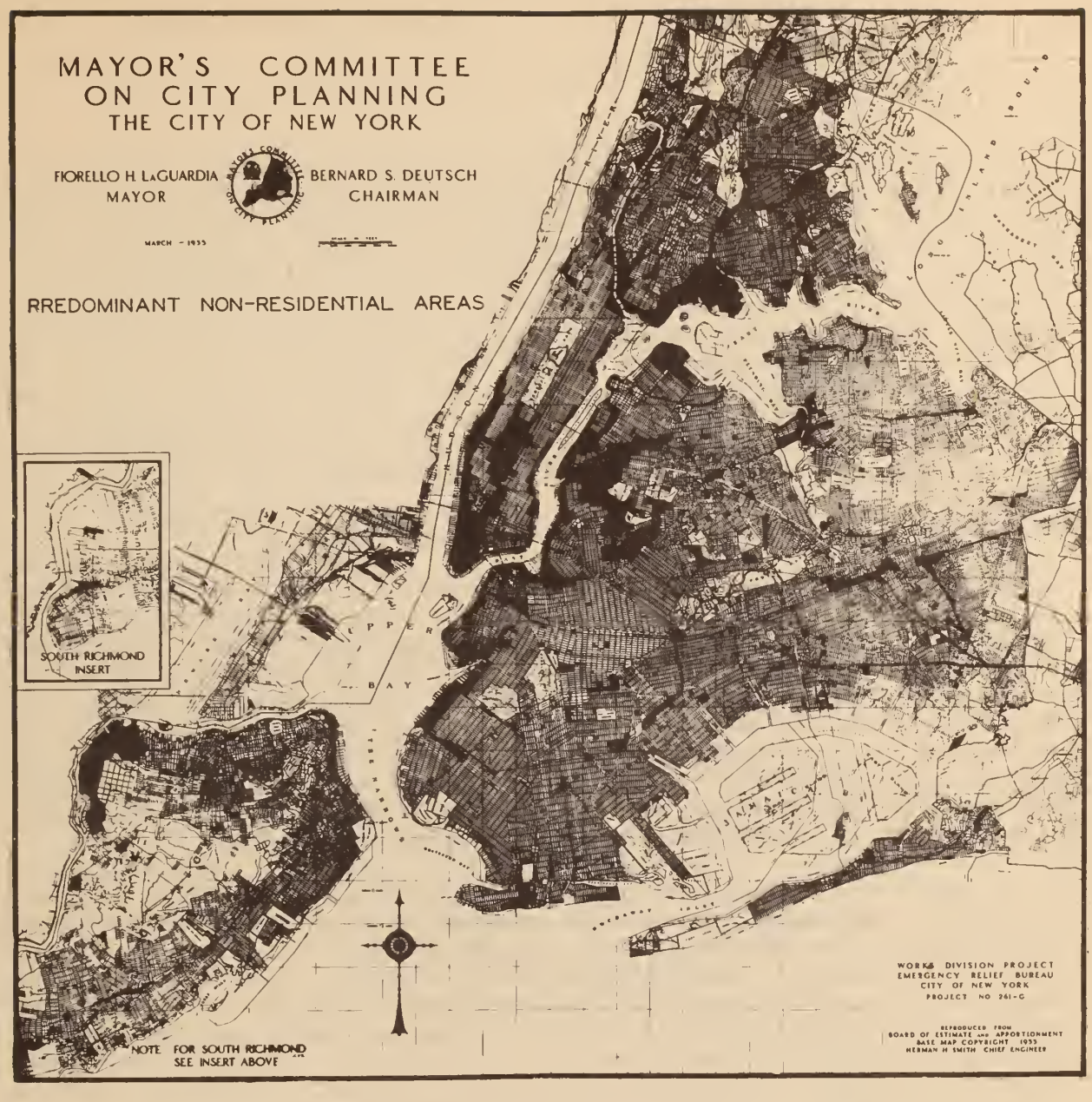
NON-RESIDENTIAL STUDY

The preceding pages tell the story of how many people live in New York. We must also know how many go to work and where, and what kinds of work they do in the different parts of the city. This sounds easy and obvious. One might say that people work in Wall Street or in the Grand Central zone, and everybody knows the financial district, the garment center, automobile row, tin-pan alley and many other definitely concentrated occupational districts. But, until the Real Property Inventory data on places of work was analyzed, mapped and published by the Mayor's Committee, nobody had any idea how many people work in each little part of New York, block by block from the northernmost part of the Bronx to the tip of Staten Island. This map, printed in vivid colors, is the counterpart of the population map showing where people live. It is not included in this report as it has already had a wide circulation.

Next, to find out what work people do, the Committee's staff turned again to the Real Property Inventory and prepared still another colored map showing the predominant types of occupation carried on in every block of the city. The different colors on the map form clearly defined districts of office buildings, lost space, garages and industry and give a pattern of activity that only a very rare New Yorker can conjure up in his mind's eye. This colored map has been simplified by grouping into districts all those blocks that are predominantly non-residential, with the result shown on the opposite page. Here we see the familiar business and manufacturing sections and many other lesser areas besides, where work goes on without many people knowing about it except those who work there or live nearby.

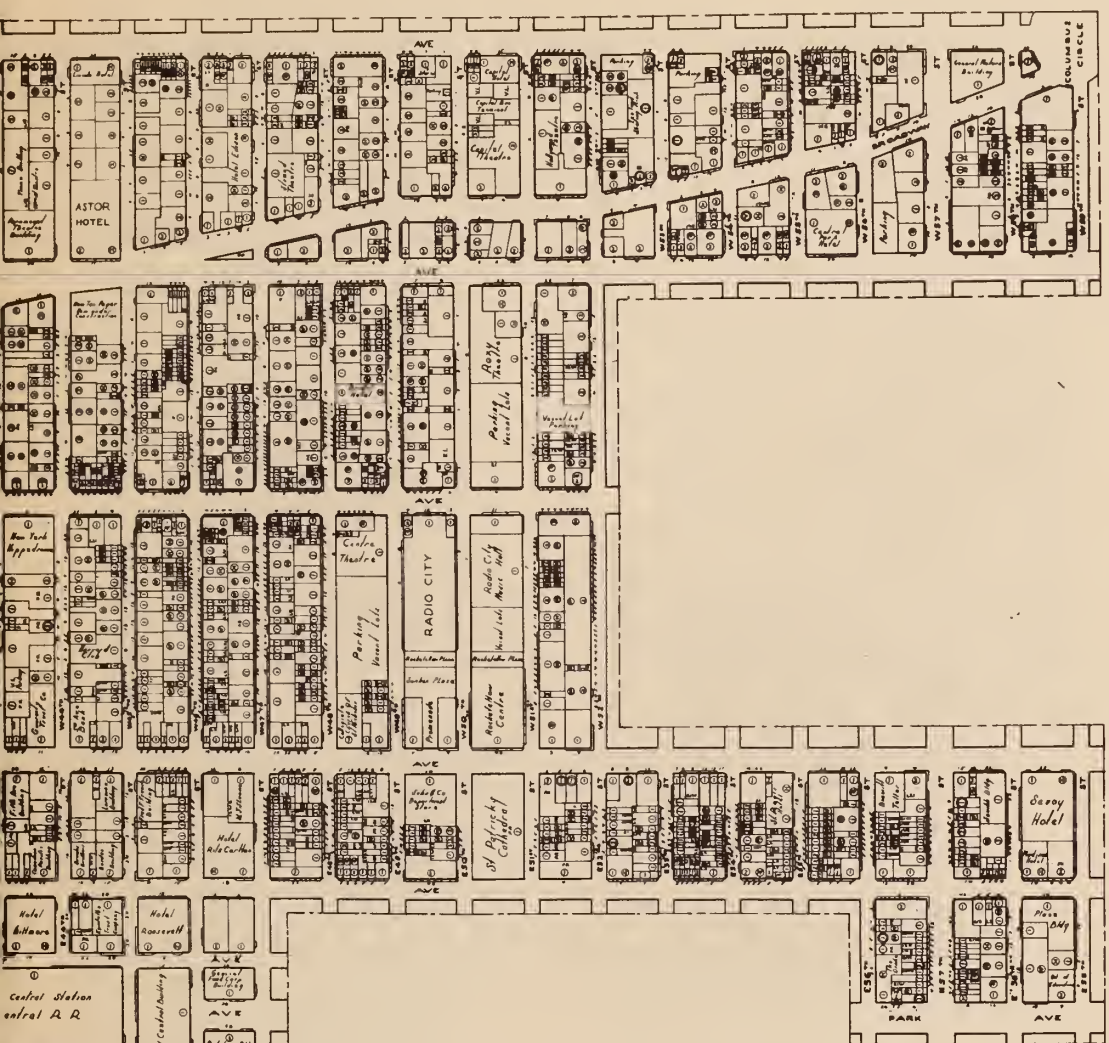
Each of the business and industrial areas plays its part in the complex life of the city. Here people carry on an almost infinite variety of occupations in buildings old and buildings new. Some of the areas are clearly established centers of flourishing activity. Others are a hodge-podge of ill-assorted uses that have gravitated together over a period of years for a variety of obscure reasons. Some are coming sections, perhaps checked temporarily by the depression, but with very evident future prospects. Others are has-beens, down at heel, blighted, half vacant, without sufficient promise to justify repairs and rebuilding.

The complicated problems of why industries locate where they do and what sections are best suited for specific uses, as judged by past experience and future likelihood, cannot be answered by generalities. Definite facts are necessary. To obtain facts, the staff has taken apart each of the non-residential areas, block by block and lot by lot. The map shown on pages 32 and 33 is a sample of this work. It gives the use, number of floors, condition and percentage of vacancy of every non-residential structure; and also records tenements and dwellings that are scattered through the district. The map is greatly reduced from its original size and is un-



fortunately somewhat difficult to read. It is one of 48 similar maps, all of which have been completed for study and display purposes. Taken as a group they constitute the most valuable tool yet developed for critical analysis of New York's business and industrial future. The Committee's staff plans to make tabular summaries of the data on each map during the coming months so as to reveal concisely the character, status and prospects of the areas shown. With complete facts then in hand, the staff believes that it will be able to make definite suggestions as to the best future use of the many non-residential areas, both for their own greatest benefit and from the broader standpoint of the city's long term needs.

PENNSYLVANIA
RAILROAD STATION
HOTEL
PENNSYLVANIA
A. H. MACY & CO
BRYANT
PARK
PUBLIC
LIBRARY
MADISON
AVE
PARK
AVE
PARK
LEXINGTON



MAYOR'S COMMITTEE ON CITY PLANNING
THE CITY OF NEW YORK

FIORELLO H LaGUARDIA
MAYOR

TIMOTHY J SULLIVAN
CHAIRMAN

LEGEND

— COLOR SYMBOLS —

INDUSTRY
PUBLIC BLDG
PRIVATE INSTITUTION
RESIDENTIAL BLDG

SYMBOLS DESIGNATING TYPE, CONDITION, VACANCY & STORY HEIGHTS

RESIDENTIAL TYPE — (P) SINGLE FAMILY (M) TWO FAMILY (M) MULTI FAMILY (H) HOTEL (A) APARTMENT

CONDITION (R.E.) — (1) GOOD (2) MINOR REPAIRS (3) STRUCTURAL REPAIRS

VACANCY — NON-RESIDENTIAL VACANCY IS SHOWN THUS (V)
TOTALLY VACANT OR BOARDED UP BUILDING SEE OR NON SEE SHOWN THUS O

STORY HEIGHTS — SHOWN BY ARABIC FIGURE IN STREET

WORKS PROGRESS ADMINISTRATION · PROJECT 319-X

MANHATTAN
NON-RESIDENTIAL AREA · SURVEY
AREA 5A'

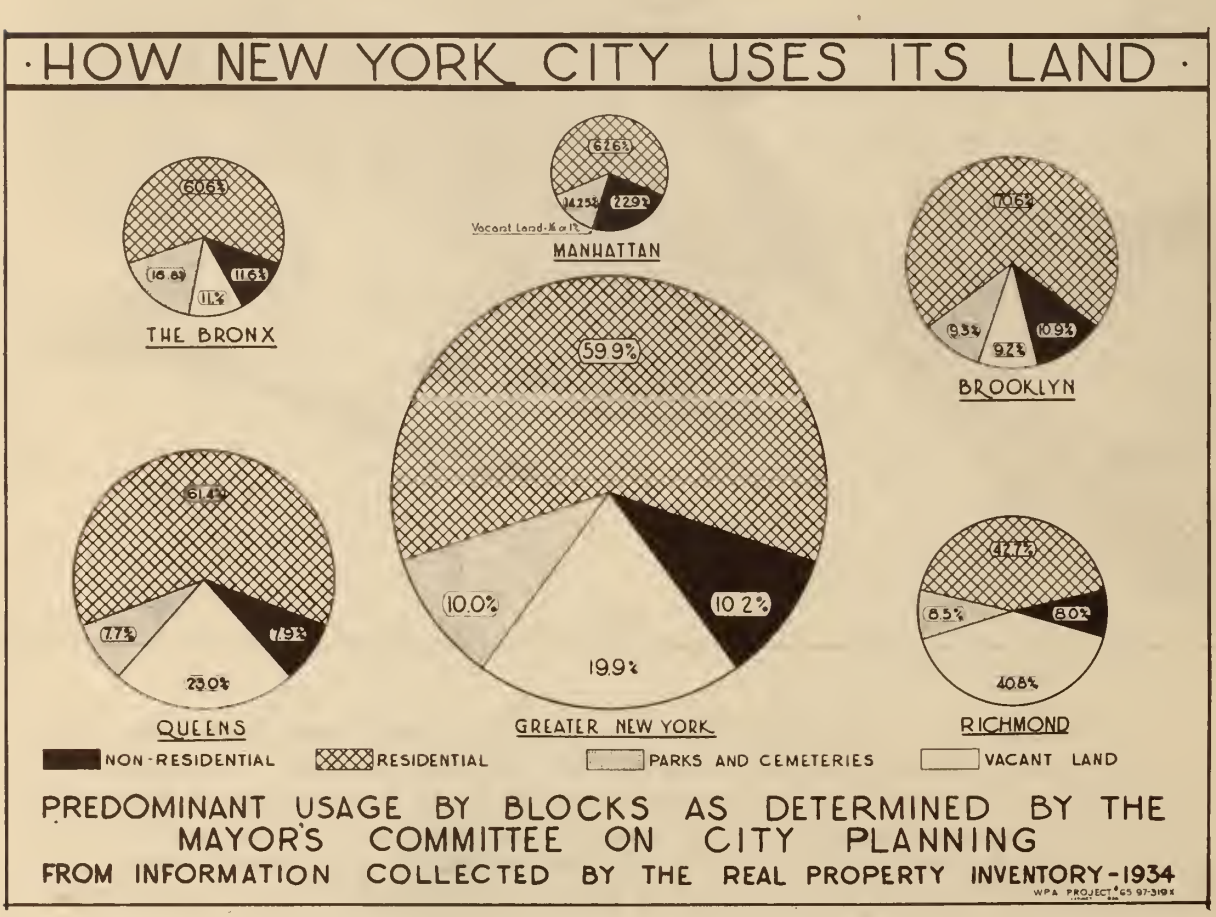
SHEET 5

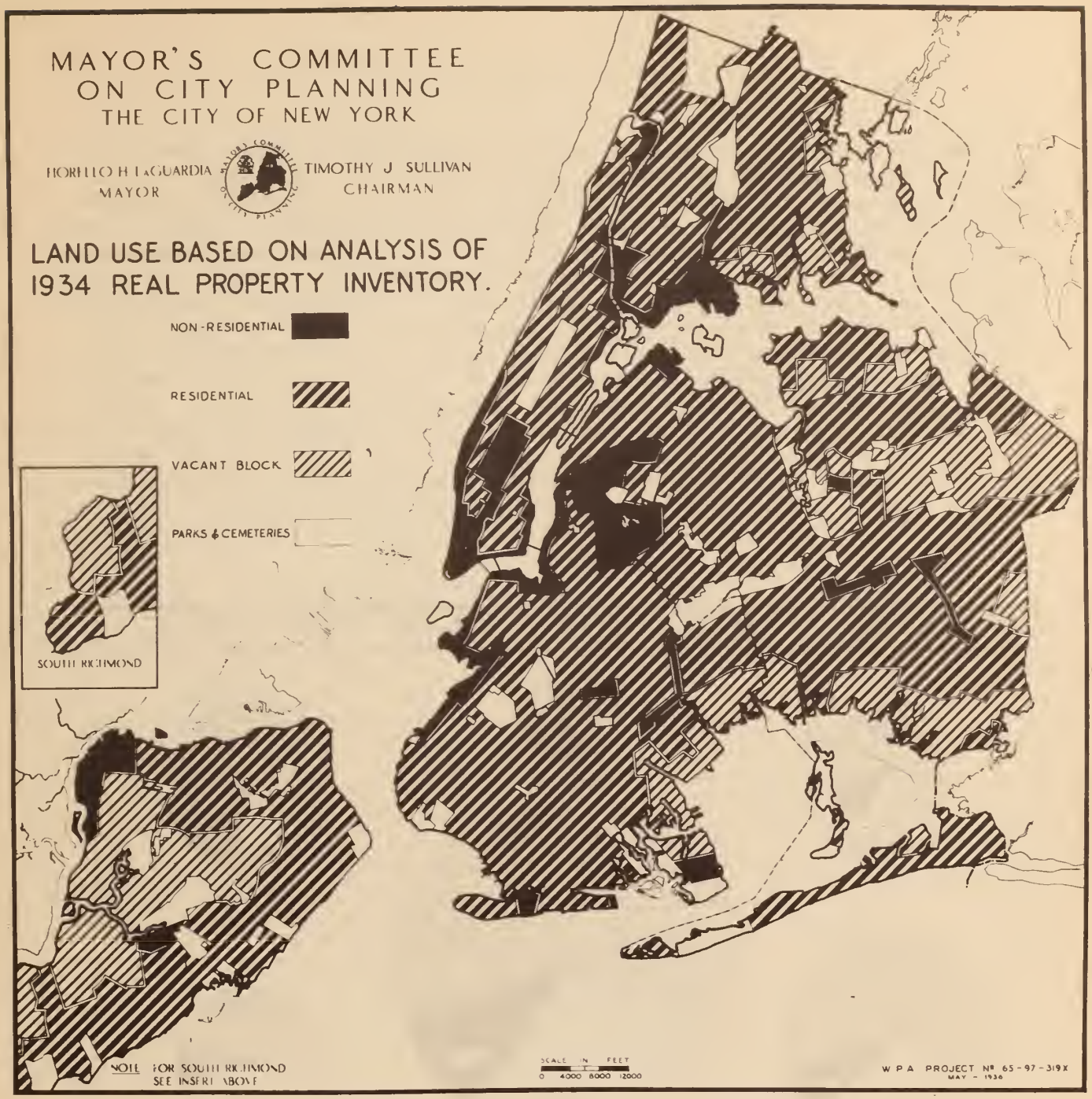
SCALE - 100 FEET - 1 INCH

PROGRESS REPORT

RESIDENTIAL STUDIES

New York City has an area of nearly 200,000 acres. What does it do with all this land? Is it using it all now, and if not how much is still vacant? How much will it use in the future? What are the relative demands for residence, business and industry, parks and cemeteries? Lastly, how does the use of land vary in the different boroughs? These are fundamental questions. In so far as the present is concerned, their answers will be found on the chart that appears below. As for the future, a rational series of answers can only be supplied by the application of sound planning principles to the record of the past and present, giving full weight to established economic and social trends. The facts as to what is have been obtained from the Real Property Inventory, and carefully analyzed. We see that practically 60 per cent of all blocks in the city are predominantly residential, 10 per cent non-residential, and 20 per cent entirely vacant. During its coming year's work the Committee's staff expects to be able to shed at least a little light upon the probabilities of the future.

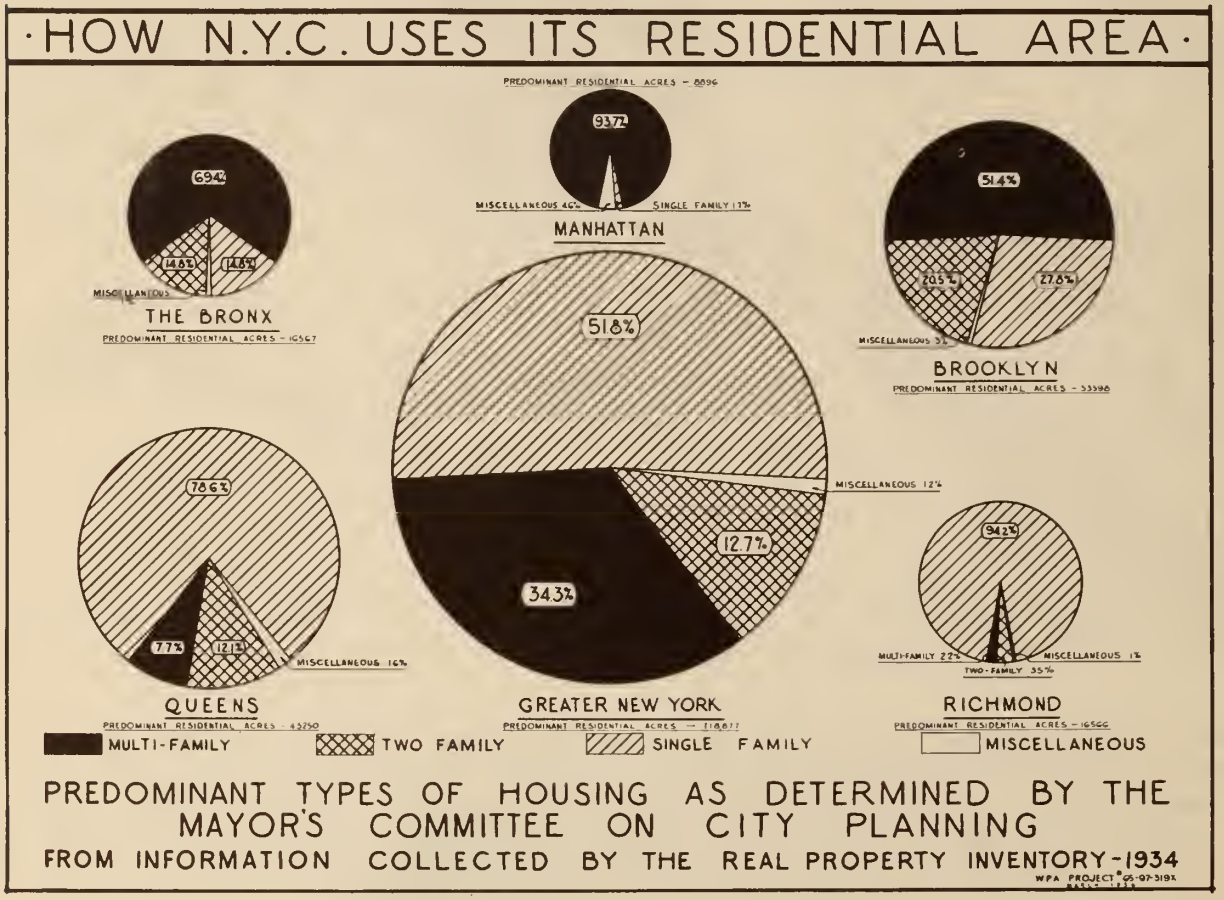


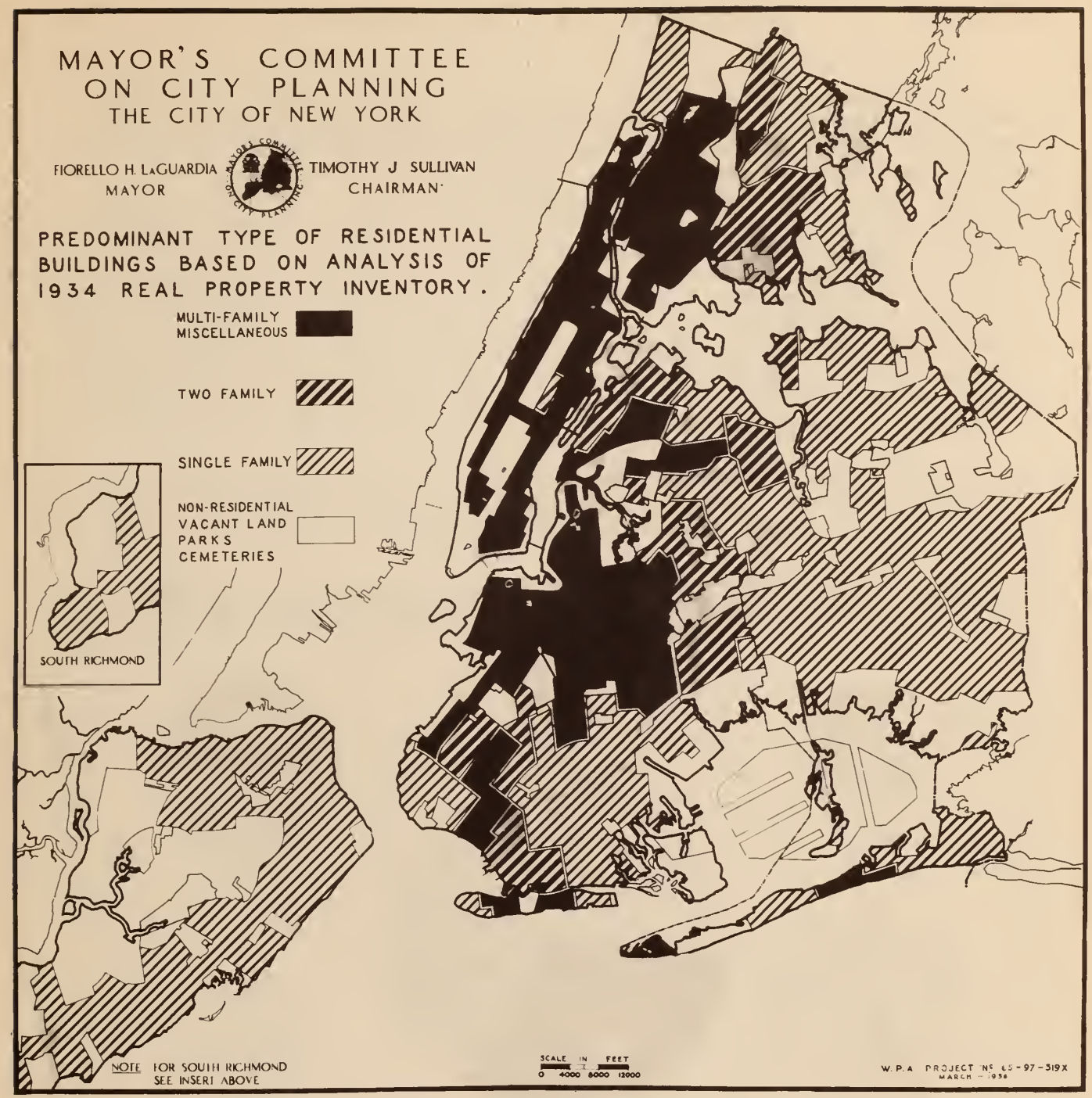


The map on this page shows how the principal land uses, indicated diagramatically on the chart, are distributed through the five boroughs. At first glance, practically all the area seems to be residential. Non-Residential use is surprisingly small, considering New York's great concentrations of business and industry. How little permanent open space there is - parks and cemeteries account for only 10 per cent of the entire city area!

How do people live? It is surprising that in this city of cliff-dwellers, over half the residential blocks are predominantly single family homes. Studying the chart below, it is interesting to observe that the percentage of multi-family blocks increases quite closely with the age of the borough. Thus Richmond, the youngest, has only 2.2 per cent; Queens, 7.7 per cent; then comes Brooklyn with somewhat less than the Bronx - the only exception in the age sequence; and lastly Manhattan where the multi-family type preempts more than 93 per cent of the blocks. Assuredly, one roof covers many heads. In the future there will continue to be almost unlimited opportunities for one roof to a family in the outlying areas where land is cheap. But in the older built-up sections, we must look not to a reversal of the multi-family trend, but to better design of apartment houses so that their tenants may have more light and air and joy in their surroundings. Many recent buildings are showing the way.

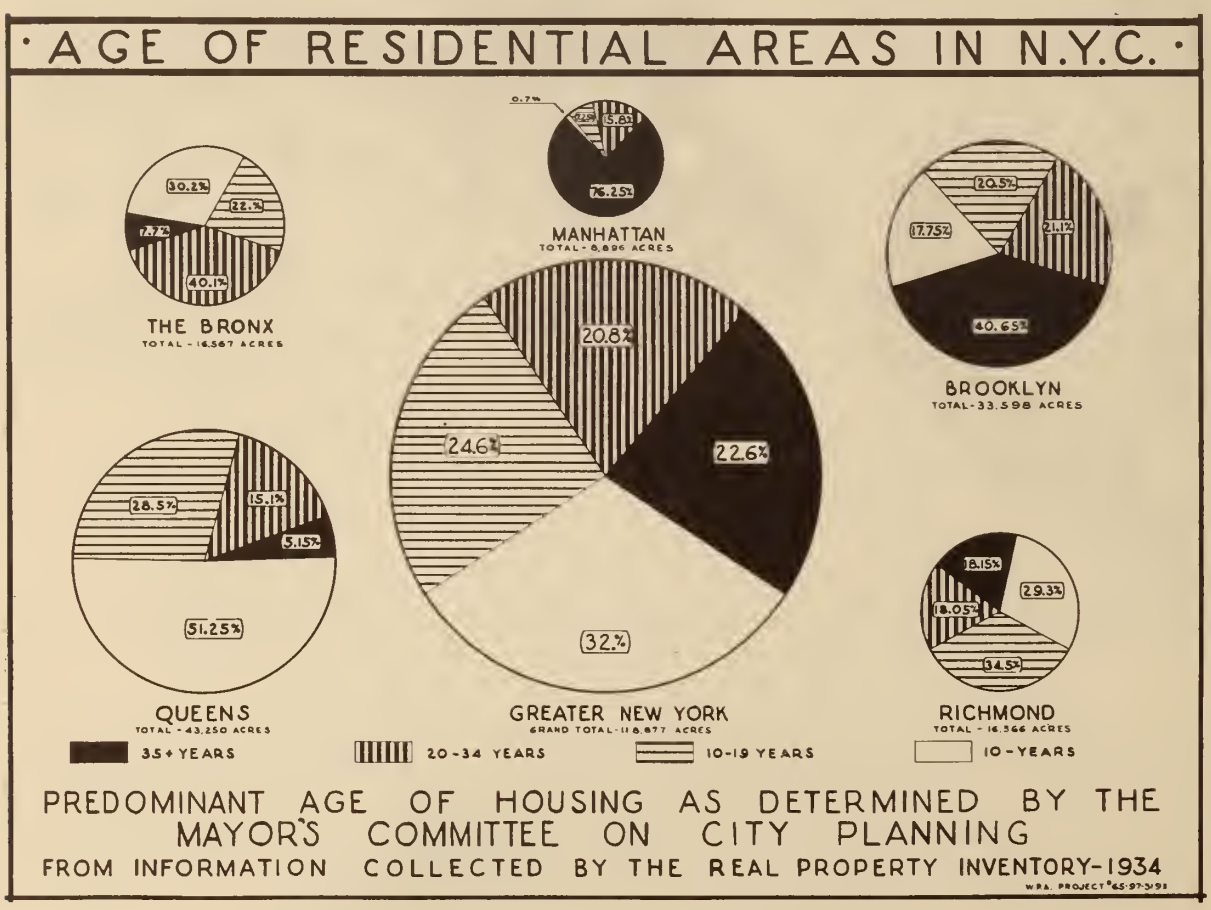
On the accompanying map, Manhattan has only one single-family area left that is large enough to show. Even this little island on the east side of the Park is so hemmed in by apartments that its span of life seems

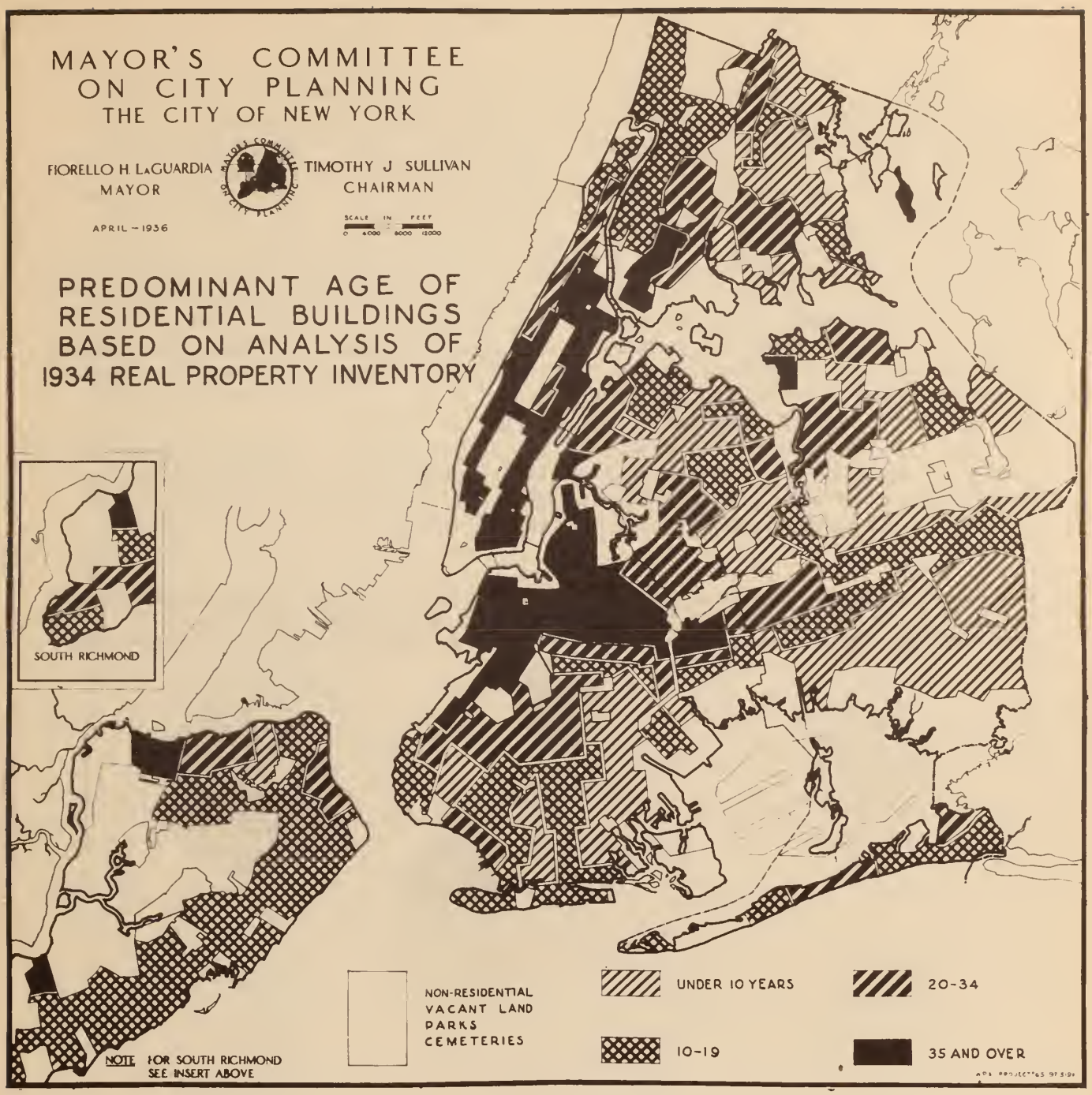




nearly to have run its course. Brooklyn, once the borough of homes, now has practically all its northern half built up with apartments as the predominant type. Only in Richmond, and in the outlying sections of Brooklyn, Queens and the Bronx, do we find large single-family areas. Two-family houses are not as popular a type as in some other cities. They comprise only 12.7 per cent of the residential blocks.

Many things we prize grow better and more valuable with age. But this is far from true of commercial housing. Buildings, like automobiles, do not grow old gracefully. They pass the first brilliance of youth and fashion. They become unattractive to their original owners and users, so are handed down at second and third hand. Being worth less as they become old, they do not have enough spent on them to keep them in good repair. Thus they coast down the spiral of decay and diminishing returns. Here the simile ends. When an automobile is worn out, it is thrown away or sold for junk. But buildings stand on just where they always stood, long after they should be torn down. Over three-quarters of Manhattan's residential blocks are occupied by the building residue of a by-gone century. These obsolete tenements date to the days of the "railroad" and "dumb-bell" designs, long since outlawed by the building code because they failed to provide light and air and decent living conditions for their tenants. Age is not bad in itself, but because in the main, old buildings are bad in type and poor in state of repair. They have outlived their useful life. There is hope for the future in the fact that nearly a third of the residential blocks in the city are less than 12 years old (10 years in 1934).

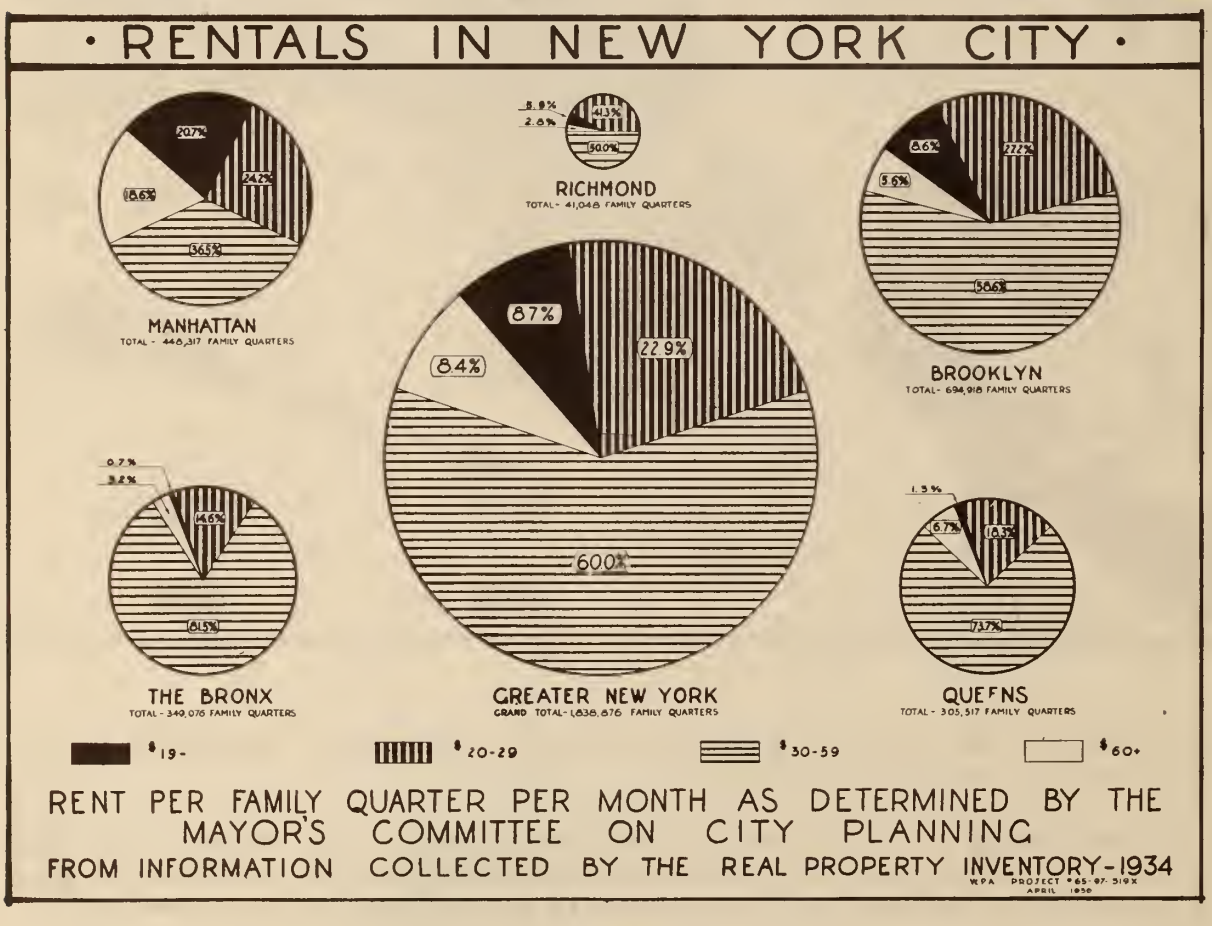


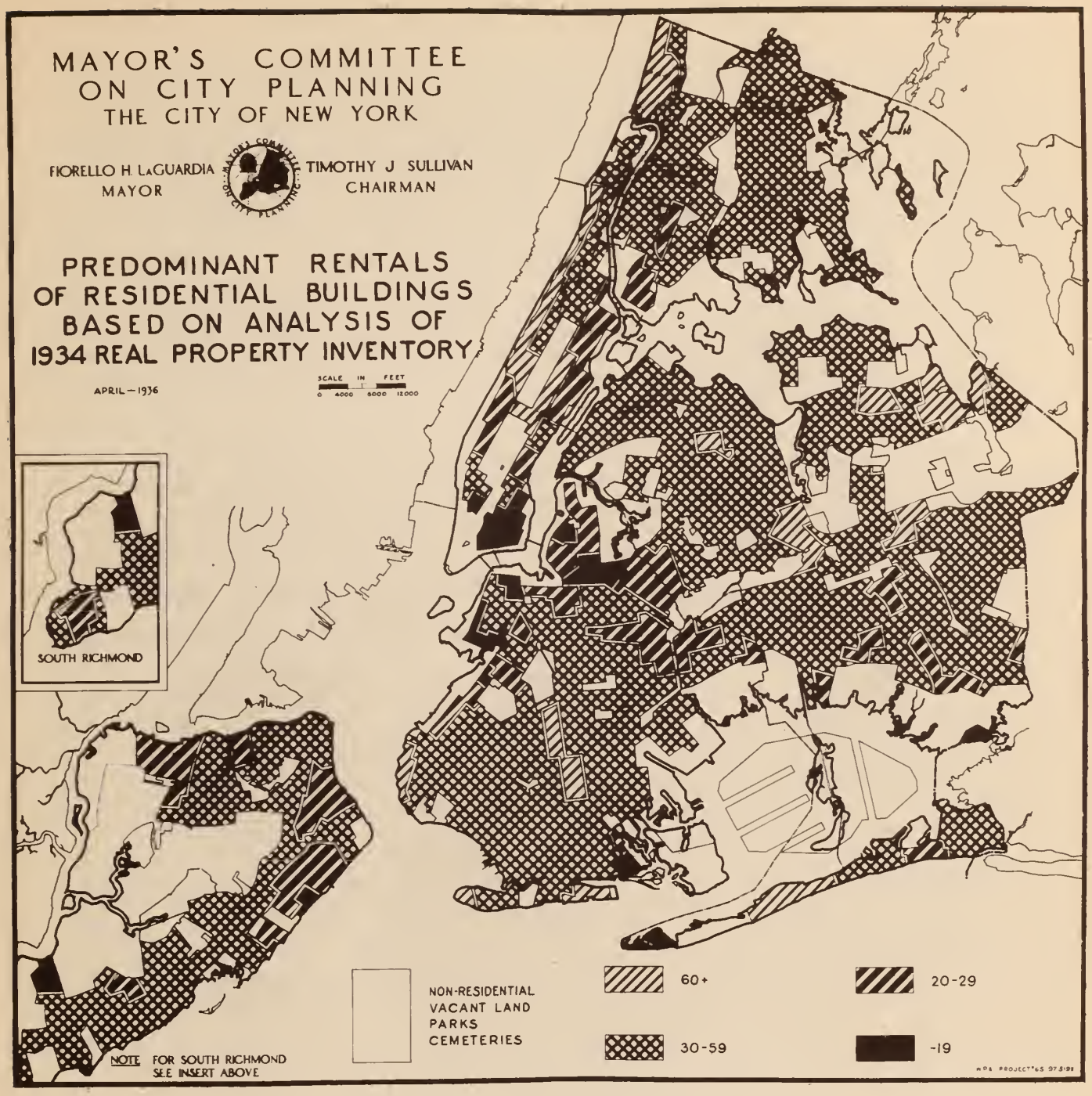


The youngest neighborhoods, of course, are all in the outlying sections of the outlying boroughs. It has been characteristic of New York's building to go ever farther afield, leaving large areas only partly occupied by houses. Many of these areas, now in their middle age, are unattractive as locations for new modern homes, which would lose value by proximity to houses that date to an earlier building epoch.

It is customary to estimate that the average family spends from 20 to 30 per cent of its income for shelter. Analysis of the 1934 Real Property Inventory reveals that predominant rents in six out of every ten blocks of the city were between $30 and $60 per family per month. This indicates that the vast bulk of families had incomes of $1200 to $3600. New York, therefore should not be thought of as a city primarily of slums and poverty, nor yet a city of mansions and affluence. Only 8.7 per cent of the people pay less than $19 rent, and even fewer pay more than $60. Thus, New York is preeminently the home of the great middle stratum of human society. It is for the people who are neither very poor nor very rich that we must make our plans. O'Henry's Four Million has grown to over Seven Million, but the economic level of those who live in New York and take their city so much for granted has not changed.

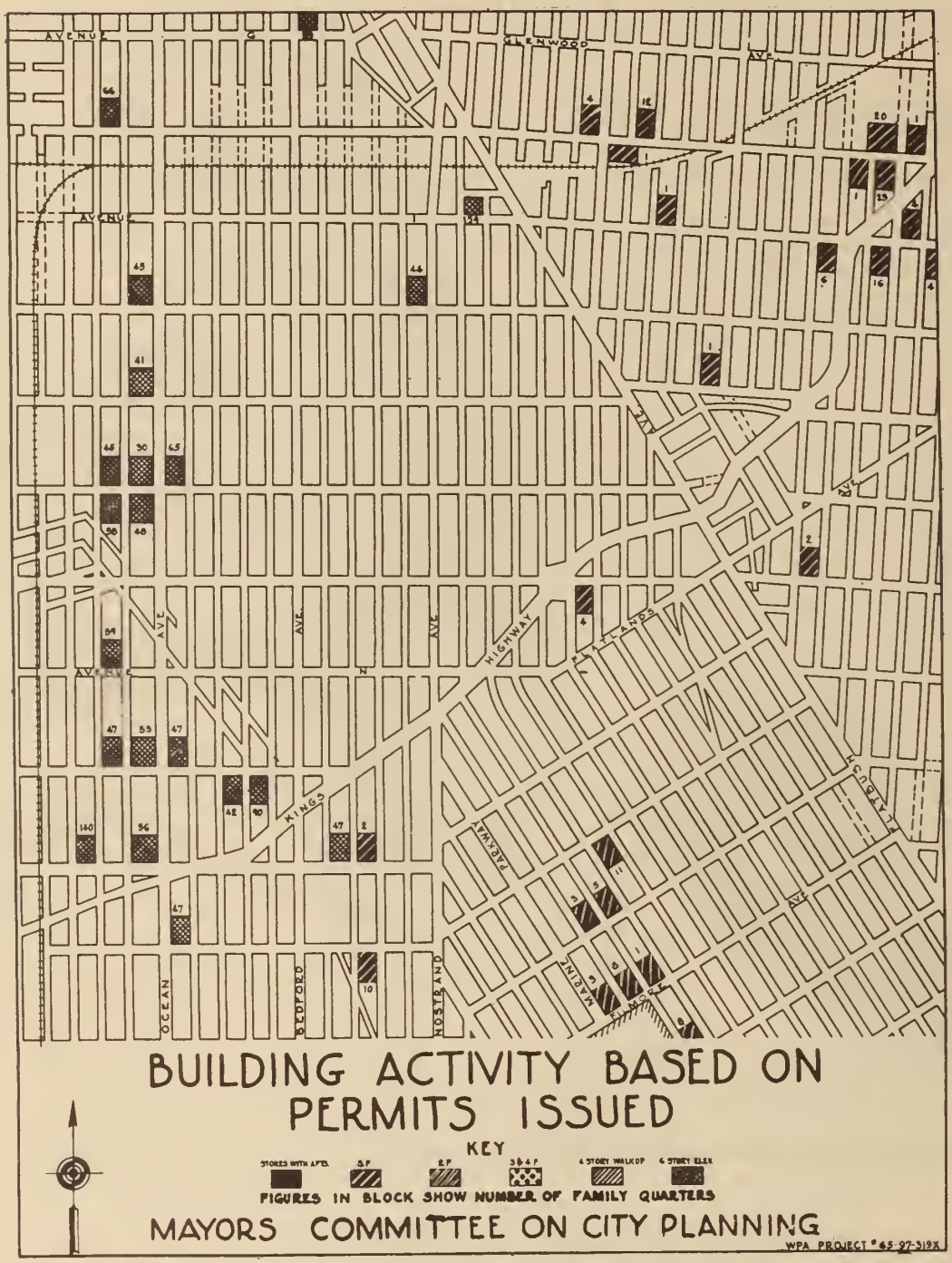
The high proportion of middle income families is characteristic of every borough, but particularly the Bronx, Queens and Brooklyn. Manhattan shows a far more even distribution of rents and therefore of incomes. Here in the heart of the city, we find 21 per cent paying under $19, and nearly 19 per cent able to afford over $60. By contrast, the chart shows that the





very poor and the very rich alike are almost negligible in numbers in the Bronx, Queens and Richmond too.

The far-flung areas of medium rent stand out in high relief on the map and also the wider range that characterizes Manhattan. The moderate firming of rents since 1934 has not been enough to alter this picture appreciably.



The above map is one of a series that serves to bring the 1934 Real Property Inventory up-to-date. These maps are especially valuable in that they emphasize those areas that are experiencing the most pronounced building activity.

The city has many "problem areas", where preliminary study shows that the future is clouded by the preponderance of very old tenements that lease at very low rents. The darkest tone on the above map indicates areas of this kind. Further study will show the extent to which it will be good business to renovate existing buildings. Where this is not worth while, the alternative will be eventual demolition, with resulting opportunities for new well-planned housing developments in a range of rental brackets.

New York has been divided into 761 residential and 279 non-residential areas for purposes of analysis of the parts in their relation to the whole.

The rent that people pay, the kind of homes they live in, and the number of people who afford the various rents and choose different types of homes are all so significant that the Mayor's Committee's staff prepared a special summary tabulation, which is reproduced on this page. Much of this information is presented in simplified chart and map form earlier in the report. Here are given the actual figures for each borough, so that they may be readily available to those who can use them to advantage. Picking an example from just above the middle of the table, we see that in the $30 to $59 rental bracket in Queens, we have 1,095 blocks built up predominantly with "T-F" i.e. two family houses. Within these blocks live 219,336 people. The percentage column shows that 79.82 per cent of that part of the Queens population that lives in two-family houses pays $30 to $59 rent per month.

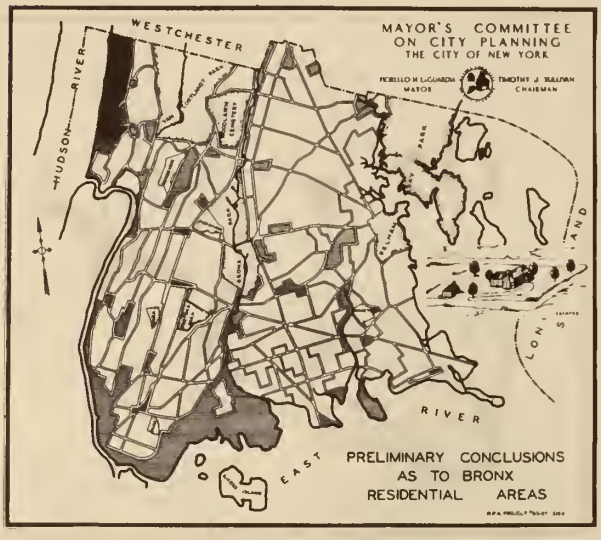
In further explanation of the table, those blocks in which single-family houses or subdivided vacant lots are the predominant type have been combined under the caption "S-F & V-L". Below this group appears a miscellaneous classification covering hotels, lodging houses and residential institutions. One group further down in the table we have predominantly non-residential blocks (N-R) containing some residential structures.

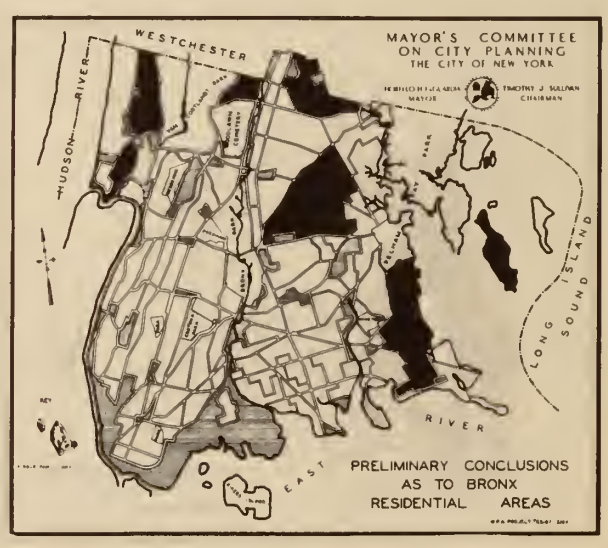
RENT – TYPE – POPULATION

TYPE	BOROUGH	19-			20-29			30-59			60+			TOTALS		
		BL'KS	POPULATION	%	BL'KS	POPULATION	%	BL'KS	POPULATION	%	BL'KS	POPULATION	%	BL'KS	POPULATION	%
M-F	MANHATTAN	347	317713	22.05	367	368682	25.57	570	513930	35.64	317	241541	16.76	1601	1,441,866	90.60
	BRONX	10	3813	.39	217	159965	16.28	1216	799005	81.34	37	19543	1.99	1480	982326	79.27
	BROOKLYN	498	190082	12.48	1074	525201	34.47	1535	758406	49.78	103	49809	3.27	3230	1523498	61.76
	QUEENS	18	2,065	.74	284	63835	22.90	655	198429	71.17	48	14469	5.19	1005	278798	25.71
	RICHMOND	12	1,542	11.66	62	6915	52.28	39	4457	33.55	2	332	2.51	115	13226	9.08
	TOTAL	885	515,215	12.15	2004	1124598	26.53	4035	2274207	53.64	507	325694	7.68	7431	4,239 714	64.95
T-F	MANHATTAN	—	—	—	1	10	.68	4	1078	72.30	2	403	27.02	7	1491	.09
	BRONX	3	49	.04	43	7608	6.25	480	105441	86.65	43	8595	7.06	569	121693	9.82
	BROOKLYN	42	9982	1.87	293	93512	17.54	1138	400279	75.09	126	29287	5.50	1599	533060	21.61
	QUEENS	24	1862	.68	285	47283	17.21	1095	219336	79.82	42	6313	2.29	1446	274794	25.34
	RICHMOND	13	840	4.17	91	10563	52.38	109	8261	40.96	5	502	2.49	218	20166	13.84
	TOTAL	82	12733	1.34	713	158976	16.71	2826	734395	77.21	218	45100	4.74	3839	951204	14.57
S-F & V-L	MANHATTAN	1	2	0.00	5	2403	7.75	30	12039	38.74	54	16635	53.53	90	31079	1.95
	BRONX	107	3687	3.51	169	10687	10.18	812	79972	76.21	181	10597	10.10	1269	104943	8.47
	BROOKLYN	109	6979	1.80	330	46182	11.90	1267	277044	71.39	335	57874	14.91	2041	388079	15.73
	QUEENS	317	9613	1.85	1272	85016	16.40	4103	373817	72.12	923	49923	9.63	6615	518369	47.79
	RICHMOND	362	6192	5.56	1184	42456	38.09	1501	59555	53.43	135	3254	2.92	3182	111457	76.48
	TOTAL	896	26473	2.29	2960	186744	16.18	7713	802427	69.54	1628	138283	11.99	13197	1153927	17.67
MISC	MANHATTAN	14	5021	5.61	24	10688	11.93	81	41276	46.09	60	32579	36.37	179	89564	5.63
	BRONX	1	112	6.10	—	—	—	7	1682	91.61	2	42	2.29	10	1836	.15
	BROOKLYN	6	2230	18.94	7	2193	18.63	26	7120	60.47	2	231	1.96	41	11774	.48
	QUEENS	68	705	12.53	31	1191	21.16	63	2841	50.48	29	891	15.83	191	5628	.52
	RICHMOND	—	—	—	—	—	—	3	78	93.98	1	5	6.02	4	83	.06
	TOTAL	89	8068	7.41	62	14072	12.92	180	52997	48.67	94	33748	31.00	425	108885	1.67
N-R	MANHATTAN	27	6735	24.47	12	2710	9.85	44	12204	44.34	21	5873	21.34	104	27522	1.73
	BRONX	4	86	.30	18	2767	9.74	93	24904	87.63	7	664	2.33	122	28421	2.29
	BROOKLYN	37	1853	17.57	42	4473	42.44	46	3427	32.50	5	790	7.49	128	10545	.42
	QUEENS	12	46	.66	42	960	13.73	93	5426	77.59	11	561	8.02	158	6993	.64
	RICHMOND	7	74	9.34	10	208	26.26	19	466	58.84	2	44	5.56	38	792	.54
	TOTAL	87	8794	11.84	124	11120	14.97	295	46427	62.51	44	7932	10.68	550	74273	1.14
TOTALS	MANHATTAN	389	329471	20.70	409	384493	24.16	729	580527	36.48	454	297031	18.66	1981	1591522	100.00
	BRONX	125	7747	.63	447	181027	14.61	2608	1011004	81.58	270	39441	3.18	3450	1239219	100.00
	BROOKLYN	692	211126	8.56	1746	671563	27.22	4032	1446276	58.63	569	137991	5.59	7039	2466956	100.00
	QUEENS	439	14291	1.32	1914	198285	18.28	6009	799849	73.75	1053	72157	6.65	9415	1084582	100.00
	RICHMOND	394	8648	5.95	1347	60142	41.27	1671	72797	49.96	145	4137	2.84	3557	145724	100.00
	TOTAL	2039	571283	8.75	3863	1495510	22.91	15049	3910453	59.90	2491	550757	8.44	25442	6528003	100.00

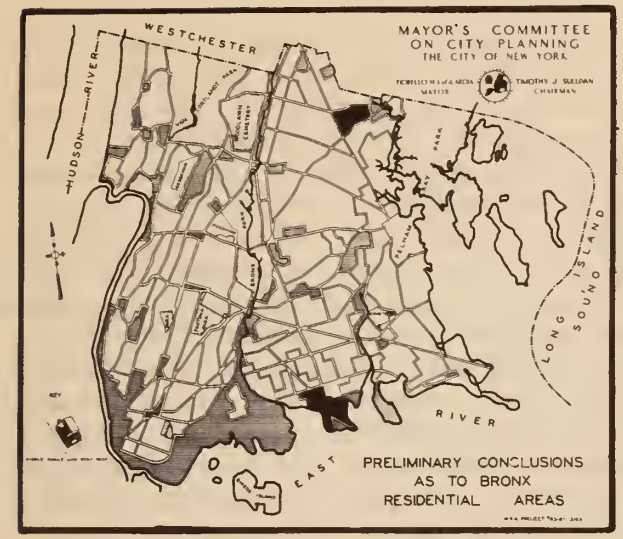
Where are the best locations in the city for single family houses, high rent garden apartments, medium rent apartments, and all the many other kinds of housing? Everyone who stops to think about the future of New York must face this question. With so much land available, the determination of its best use is one of our most pressing city planning problems. The committee's staff has completed the work of amassing detailed facts about the 761 residential planning study areas shown on page 44, and has developed a rational method for reaching definite conclusions as to the type of housing for which each area is best suited. The series of maps on this and the following pages represent a preliminary test of the method applied to the Bronx. The conclusions are still frankly tentative and are published at this time as an indication of the work that is to be done. The final results will be a valuable guide to all those who build and buy residential property. As the planning study area boundaries are necessarily somewhat arbitrary, it is evident that there will be no hard-and-fast lines of cleavage between the various indicated housing types. Rather it should be said that the characteristics of a particular area indicate what its predominant residential type should be, with clear understanding that some parts of the neighborhood - and particularly its borders - may quite readily have a somewhat different complexion. Fifteen standard types of residential use have been classified, but only ten of these apply to the planning study areas in the Bronx.

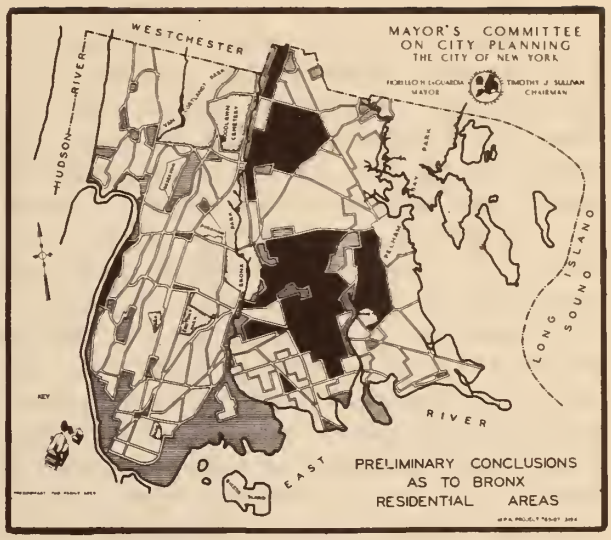
The two maps on this page show in black those areas that are clearly defined as best suited for estates, and medium priced single family homes, respectively. These sections are already well established and there is no evidence to indicate that the land should be used more intensively. To do so would damage the present character of the neighborhoods and would serve no useful purpose.





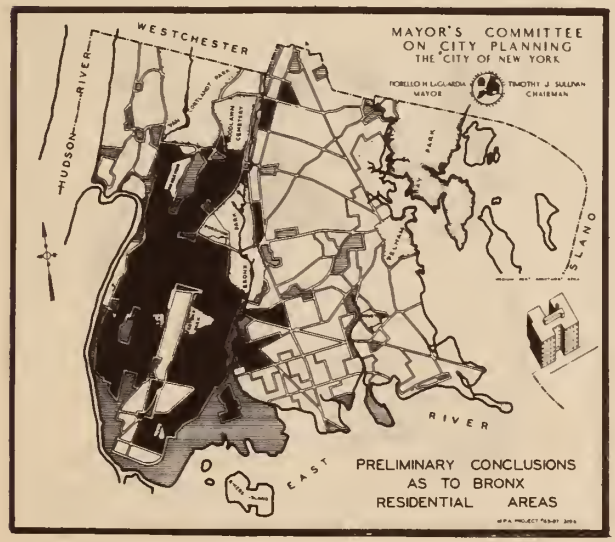
RESIDENTIAL STUDIES

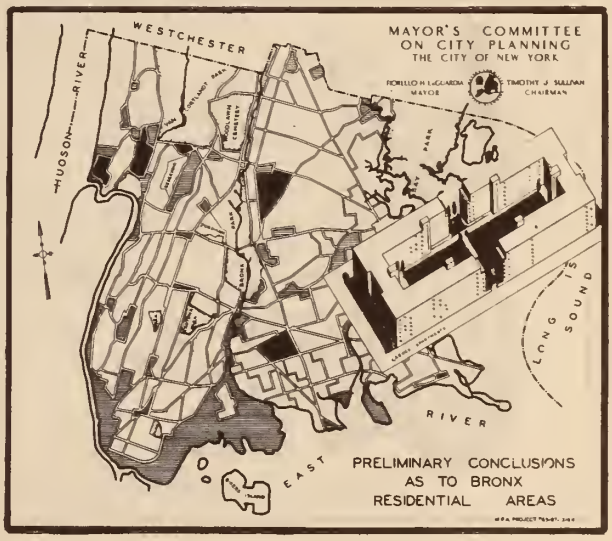


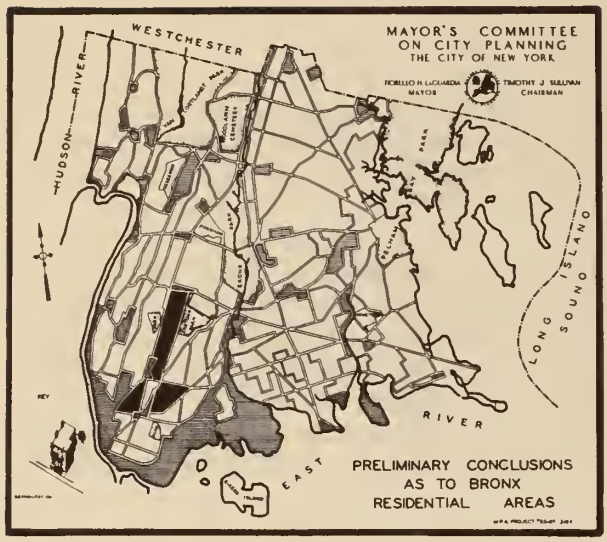


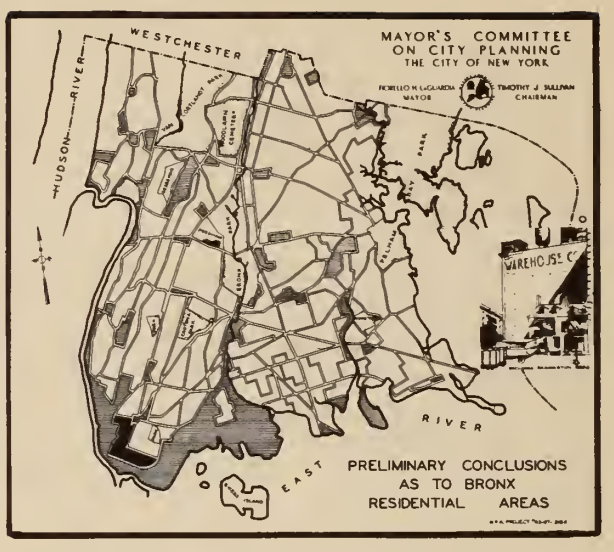
At the top of this page we have maps showing areas of low rent single family houses of the bungalow and summer colony types, and also medium rent two family areas. The latter neighborhoods are only those that already have so many two family dwellings that further construction of single houses would appear to be poor judgment.

There is no question but that the Bronx will continue to have large areas of medium rent apartment houses, as indicated below. Some sections, where land is relatively less costly and not yet densely built up, offer excellent opportunities for garden apartments with their superior attractions.



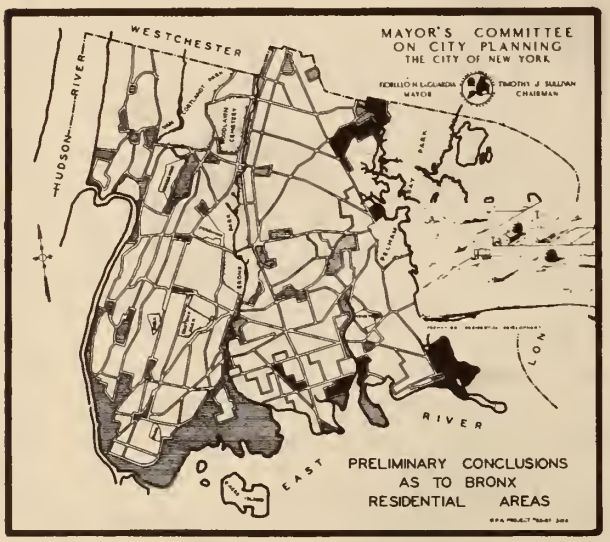


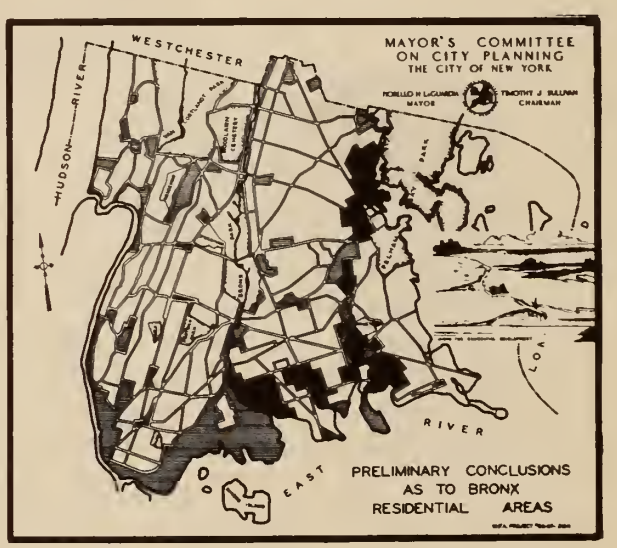




Many areas, shown at the top left, have moderately old buildings that are neither very bad nor very good. Rehabilitation of the poorer structures is logical, so that blight may be arrested and property income improved. Other areas, top right,are being absorbed gradually by business and industrial uses.

As New York has land and to spare for a much greater population than will want to live here, it is inevitable that many areas cannot be used profitably for housing or any other purpose. Some sections have been developed prematurely. Their scattered houses are far outnumbered by vacant lots for which there is no near-term demand. Other sections have practically no buildings as yet, and must be labelled unripe for residential development.





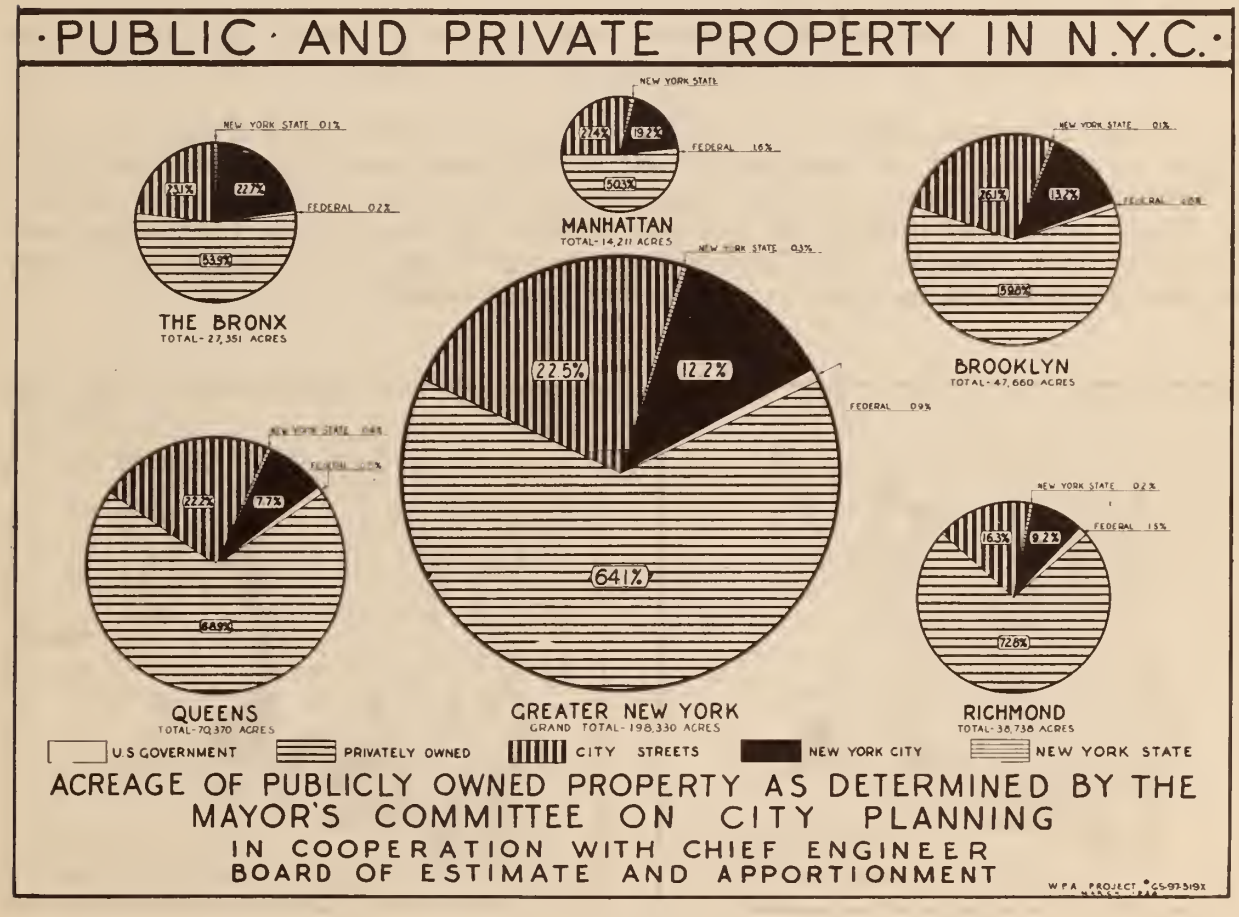
PUBLIC WORKS AND SERVICES

PUBLIC PROPERTY

Public works and services, over which city officials exercise direct control, are of primary importance in any broad study of the city. Therefore, one of the first tasks was to determine the extent of publicly owned property.

The Mayor's Committee staff has had full cooperation from the Chief Engineer of the Board of Estimate and Apportionment, and the various borough and city offices in assembling this information. A separate card for each parcel of public property gives ownership, location and value. This card file, the only complete reference on public property that is available in the city, is proving of constant value, not only to the Mayor's Committee but to the various city departments in their routine and administrative work.

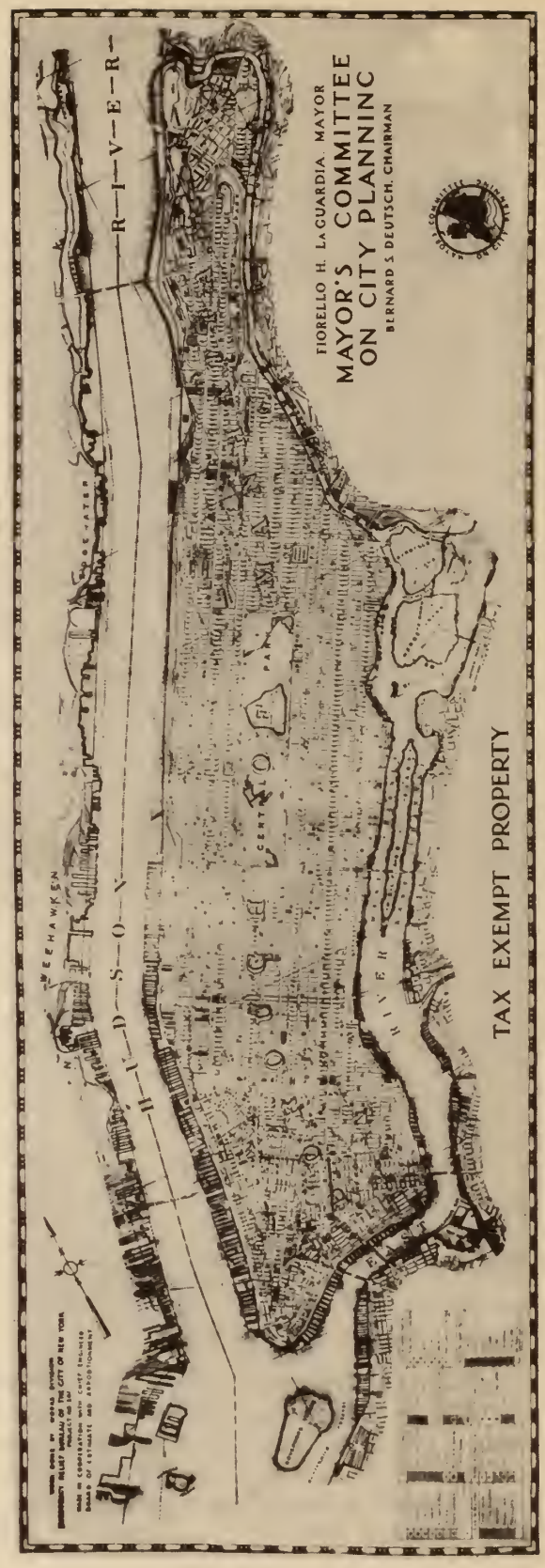
The chart below summarizes findings on property ownership; excluding streets, 13.4%, of the city, or more than 26,500 acres, is publicly owned.

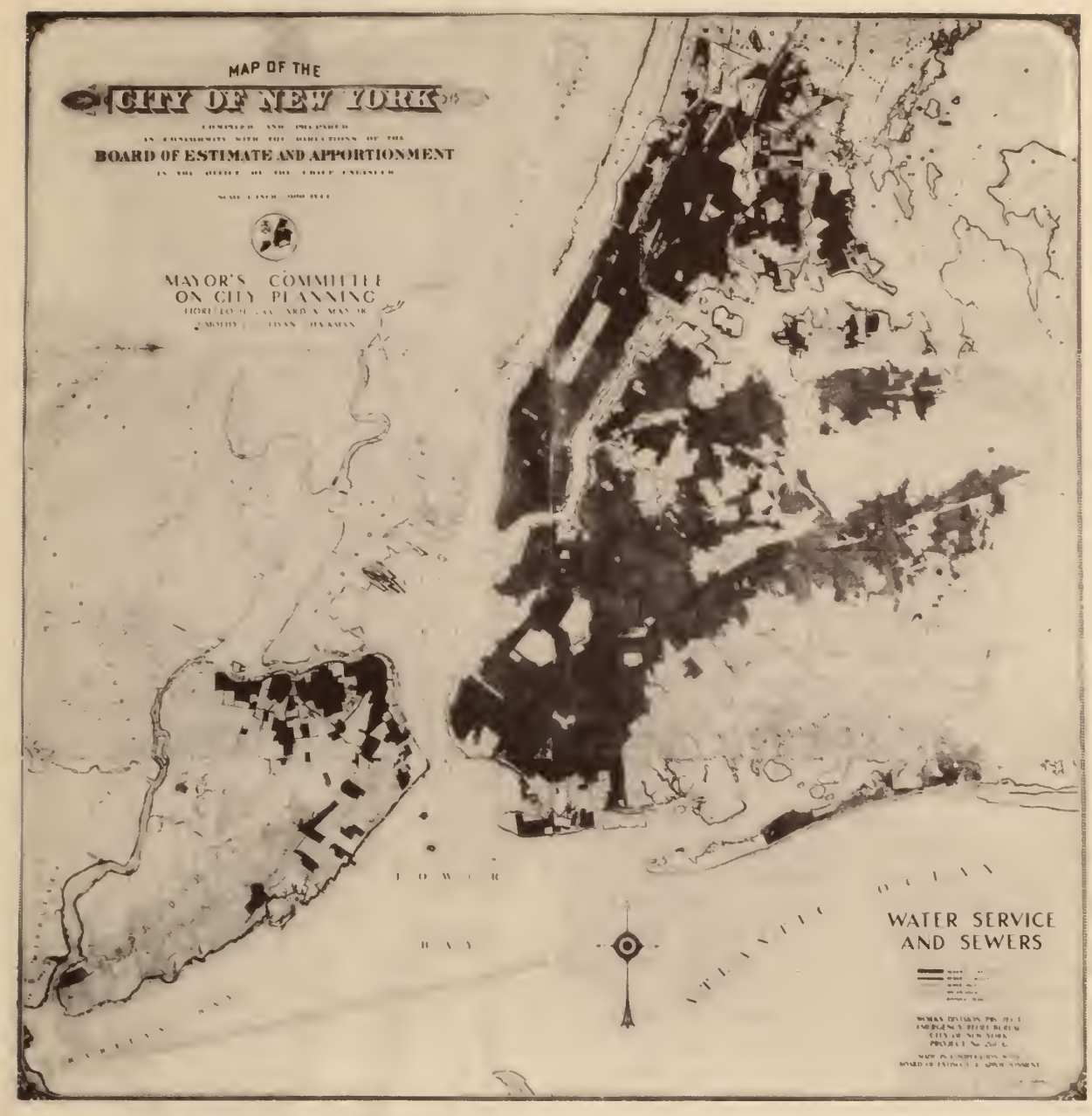


The City controls over 24,000 acres; New York State just above 700 acres, and the Federal Government nearly 2,000 acres. More than 126,500 acres are privately owned. Manhattan has the smallest, and Queens the largest amount of private real estate. For comparison of assessed values see page 65.

Manhattan TAX EXEMPT PROPERTY, reduced from the original color map, is typical of the other borough maps showing this information. Various symbols and colors indicate ownership and use of each public property. Thus it is possible to locate immediately and distinguish ownership of any parcel in each borough by a glance at the original maps.

On Manhattan, for example, one may quickly locate police and fire stations, public schools and colleges, parks, hospitals, markets, armories, jails, libraries, museums, post offices and a number of other properties under the Borough President, Departments of Health, Plant and Structures, Public Welfare, Sanitation, Water Supply Gas and Electricity, the Boards of Water Supply and Transportation, Public Administrator, Sinking Fund, Sheriff, Port of New York Authority, Tri-Borough Bridge Authority, New York State and the Federal Government. Publicly owned property represents 22.3% of Manhattan's area. The larger parcels of private tax exempt property are also shown on these maps.





This reproduction unfortunately does not retain the details nor contrasts of the original color map. However it will indicate the extent to which various parts of the city are served by water mains and sewers. Since existing facilities represent a large investment would it not be well to consider new building developments carefully, and to encourage those making the fullest use of existing facilities?

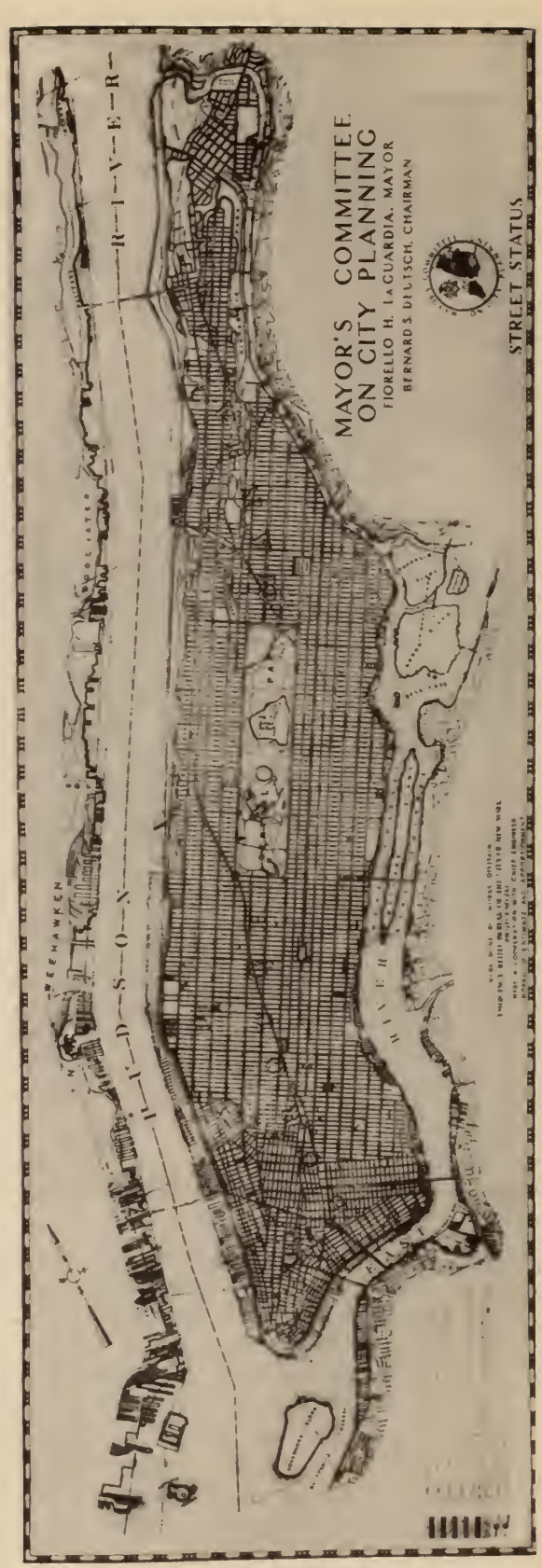
PROGRESS REPORT

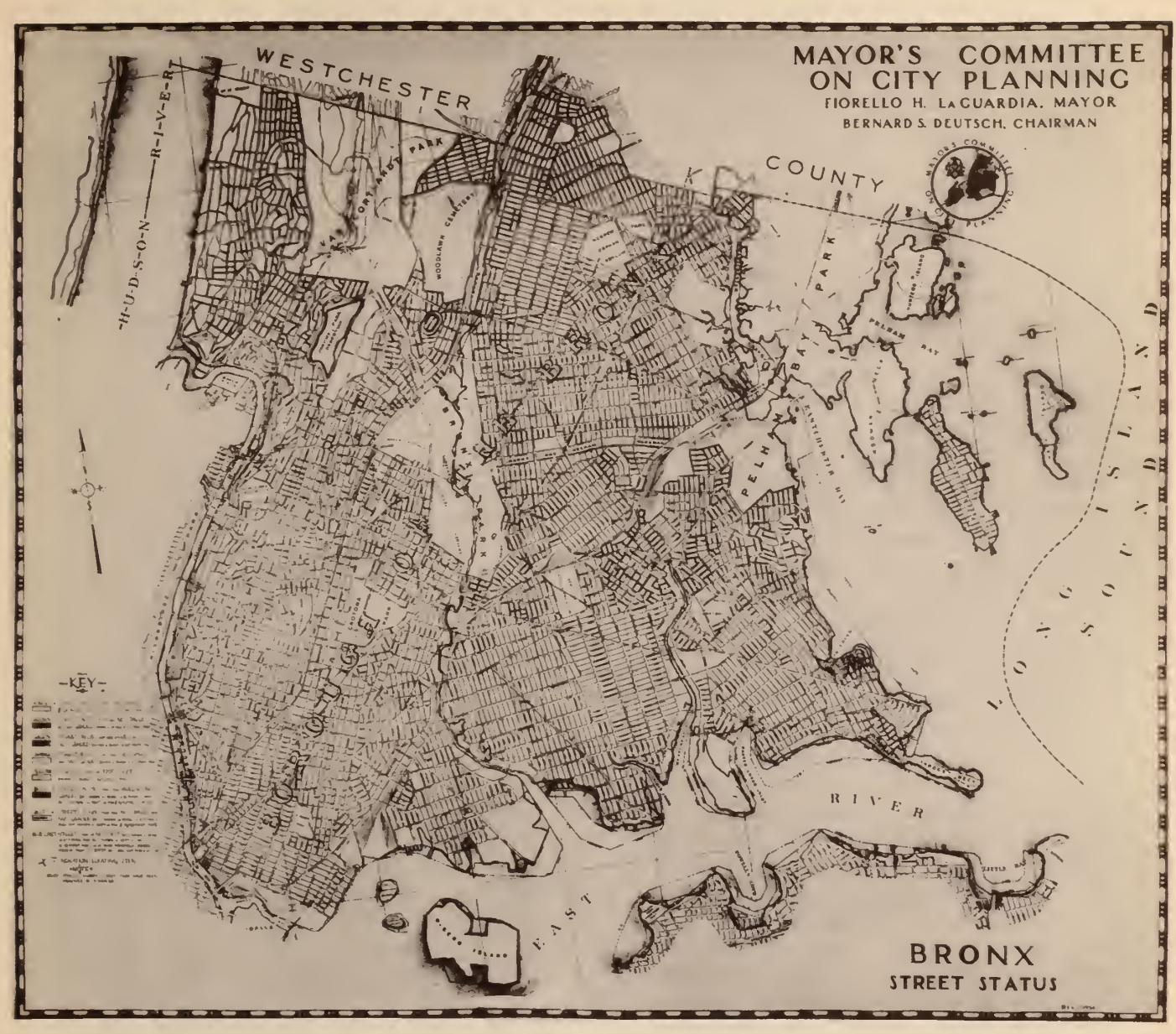
MEANS OF COMMUNICATION

Is it easy to "get around" in New York? In the earlier pages of this report, we have seen where people live and how they live, and where they work and what they do. New Yorkers, the horde of daily commuters from the suburbs, and the thousands of strangers within the gates - all spend a great deal of their time just getting from place to place. Probably the vast majority do most of their travelling in a groove, to and fro from home to office, and back and forth between familiar centers of business and recreation. They know their way around well enough for their needs; but how many could drive a car from Pelham Bay Park, Bronx, to Washington Cemetery, Brooklyn, without getting lost? How many know the intricacies of the subway system in more than two of the four boroughs it serves? How many do not wish that it could be made easier to get around in New York, and indulge their fancies by formulating schemes for reducing the "friction of space".

Back before the days of subway and elevated lines, all travel was along the surface of the public streets. Today, these streets are congested with trolley cars, buses, trucks, taxis and private automobiles all bound to get somewhere. New York's famous gridiron plan, outside Manhattan, gets twisted into many changes of orientation and can be very confusing to the unitiated.

All boroughs, except Richmond are practically entirely





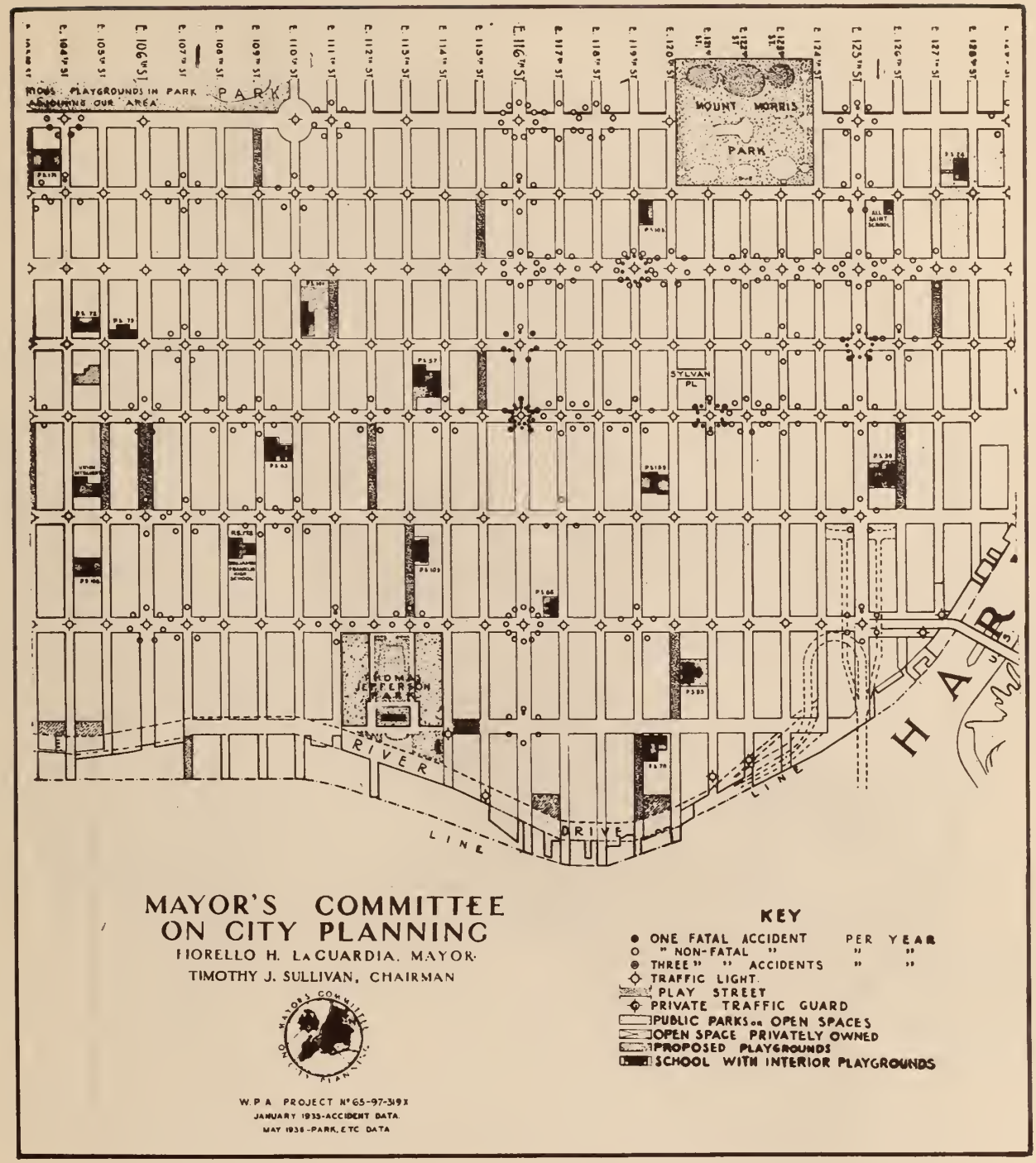
mapped with a network of minor streets. In Manhattan the streets have all been built and are therefore shown by dark lines on the Street Status Map occupying the preceding page. On the Bronx map, above, the many faintly outlined streets are those that are not both graded and paved. The original map is in color and differentiates also between temporary paving, grading without paving, and entirely unimproved condition. Unfortunately these distinctions are not clear on the small reproductions shown in these pages. However, on page 58, the non-existent streets are shown separately and can be seen without difficulty. The five Street Status maps, prepared by the staff of the Mayor's Committee, give for the first time a comprehensive

picture of the streets as they are on the ground, showing for the whole city those streets that can be used by traffic, those that are merely dirt roads, and those that have no more than a legalistic character as lines drawn on the official map, which have never been transferred to the ground.

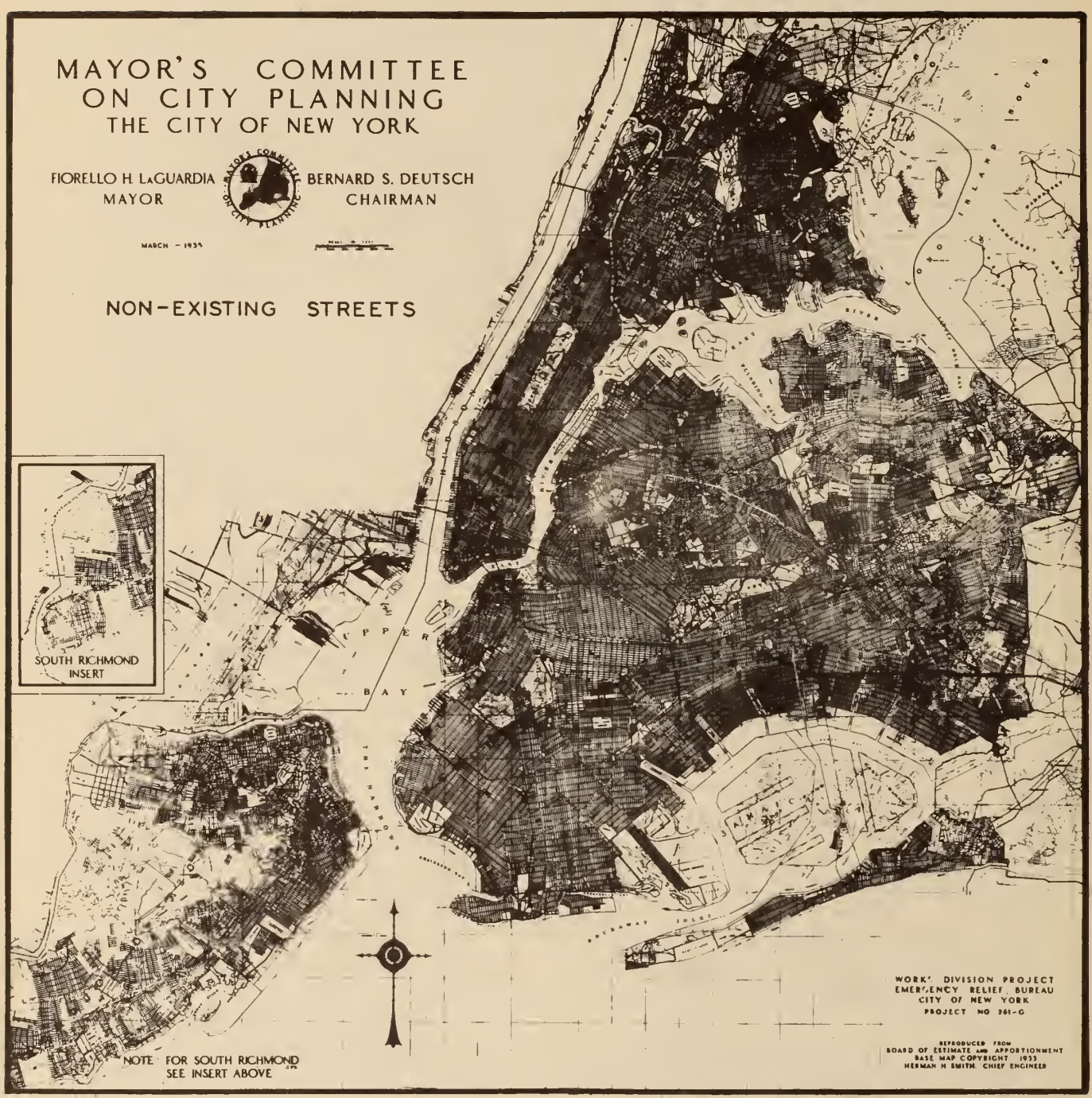
In Brooklyn, most of the mapped streets near Jamaica Bay are in a tidal swamp. Queens and Richmond show a far greater number of non-existing streets. The present outlook on future population growth raises some

question as to whether many of these paper streets will ever be needed; and if they are, changing standards in subdivision practice may make it desirable to modify the rigid gridiron layouts now on the Official Map.

MAYOR'S COMMITTEE
ON CITY PLANNING
FIORELLO H. LaGUARDIA, MAYOR
BERNARD S. DEUTSCH, CHAIRMAN
THE NARROWS
RICHMOND
STREET STATUS

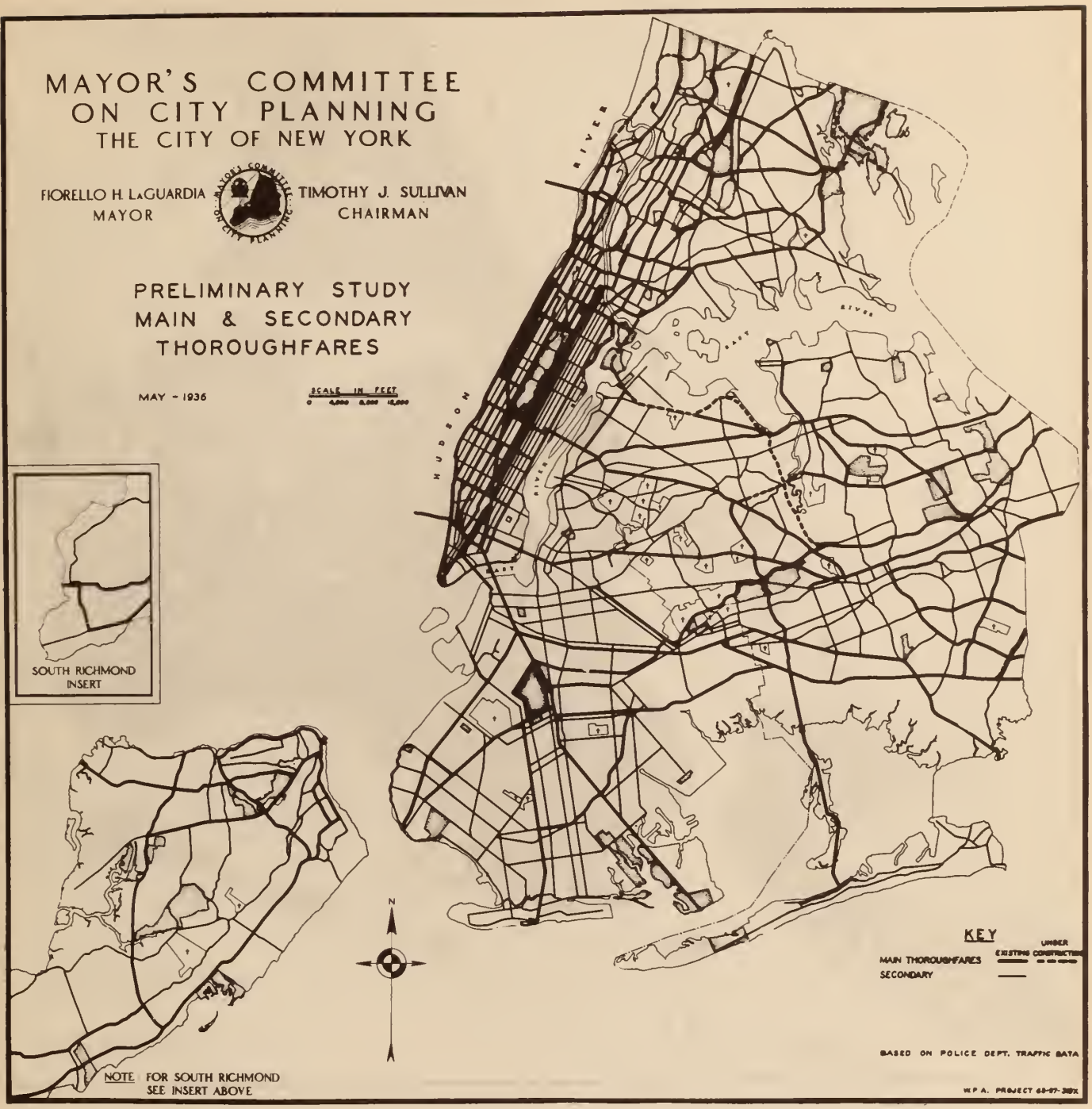


The above is a small section of one of the series of Accident and Play Street maps prepared by the Committee's staff. In 1934, there were 1097 people killed and 44,554 injured on the city streets. A total of 585 play streets have been set aside, of which 155 are in Manhattan.

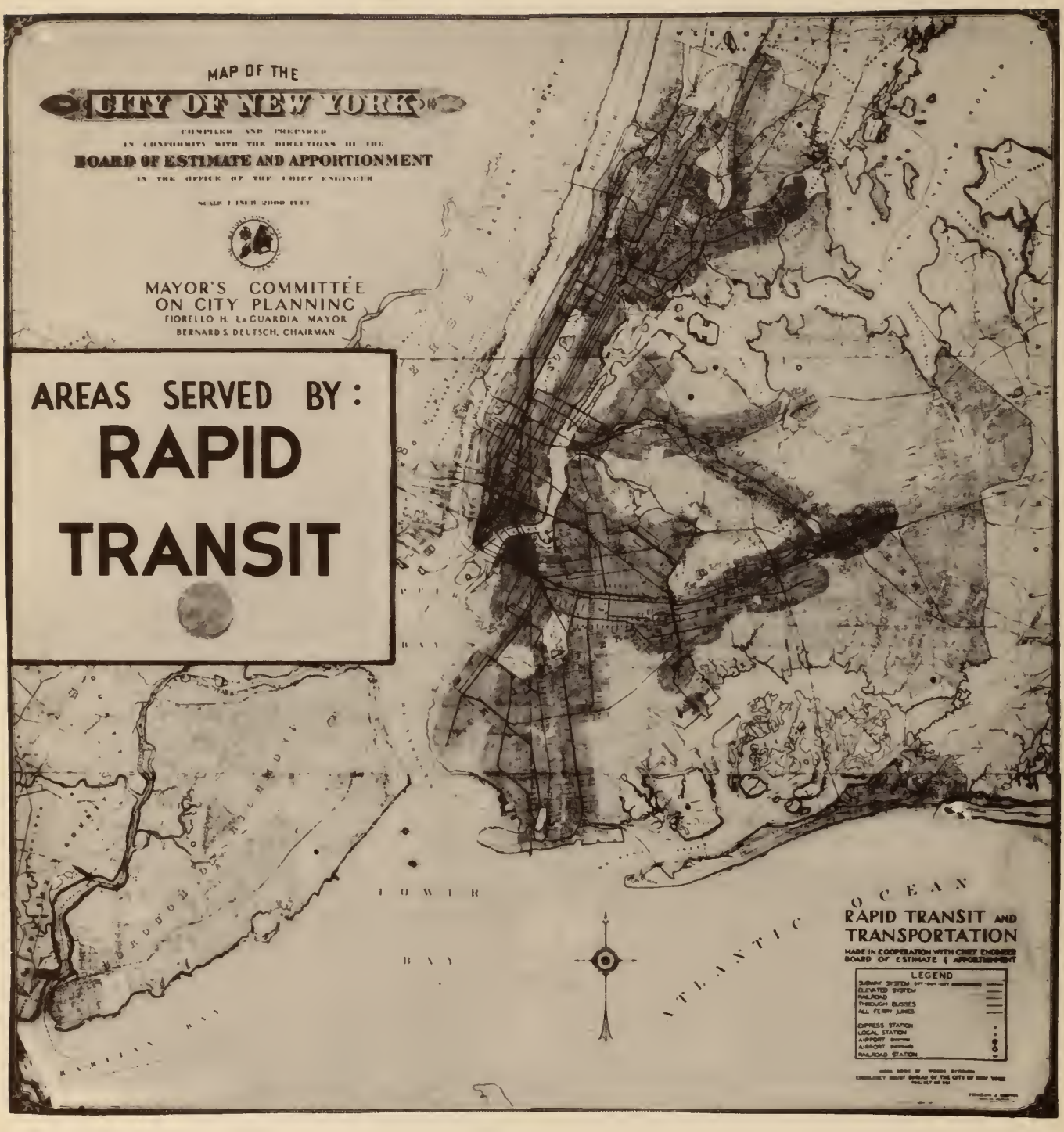


New York has a very large mileage of streets shown on its Official Map but not existing on the ground. Many of these will perhaps never be built. In Queens, nearly 20 per cent of the streets have not been graded or improved, and in Richmond the proportion is even higher.

MEANS OF COMMUNICATION



Despite excellent progress during recent years, New York still has too few arteries for direct continuous travel between widely separated parts of town. The map on this page shows main thoroughfares existing and under construction, and also secondary streets that carry heavy traffic.



The shaded areas lie within one-half mile of a subway or elevated railway line, and cover more than 32 per cent of the city's area. They

comprise practically all Manhattan, 43 per cent of the Bronx, 57 per cent of Brooklyn, and 20 per cent of Queens. Richmond has no rapid transit direct to the other boroughs.

According to information received from the Board of Transportation, 76 per cent of the 1930 population lived within these shaded areas. The rapid transit lines reported a total traffic for 1935 of over 1,841 million passengers, a decrease of 10.6 per cent from the 1930 peak of more than 2,032 million. However, rapid transit traffic accounted for 61 per cent of the 1935 increase of total city transit volume over 1934.

In any study of the city's transportation facilities, railroads, waterways, air lines, buses and street cars must be considered along with rapid transit. The map on the opposite page not only shows rapid transit lines, but railroads, through bus lines, ferries and air fields as well.

Due to the many recent replacements of street cars by motor buses, and the shifting of franchised routes, it has been impractical to keep surface transit maps up-to-date. The staff is continually advised on these changes and will probably find it necessary to prepare new surface transit maps in the near future.

Street surface railways carried 656 million passengers during 1935, a decrease of 4.6 per cent as compared with 1934; bus lines reported 301.9 million passengers for 1935, representing an increase of 21.3 per cent over the 1934 volume, according to the Transit Commission.

An indication of the parts played by rapid transit, street car and bus lines, in carrying the total transit traffic of the city, may be gained from the following comparisons. The Transit Commission reported a traffic volume excluding the Hudson tubes, exceeding 2,799 million passengers for 1935, of which rapid transit carried 65 per cent, street cars over 23 per cent, and buses under 11 per cent.

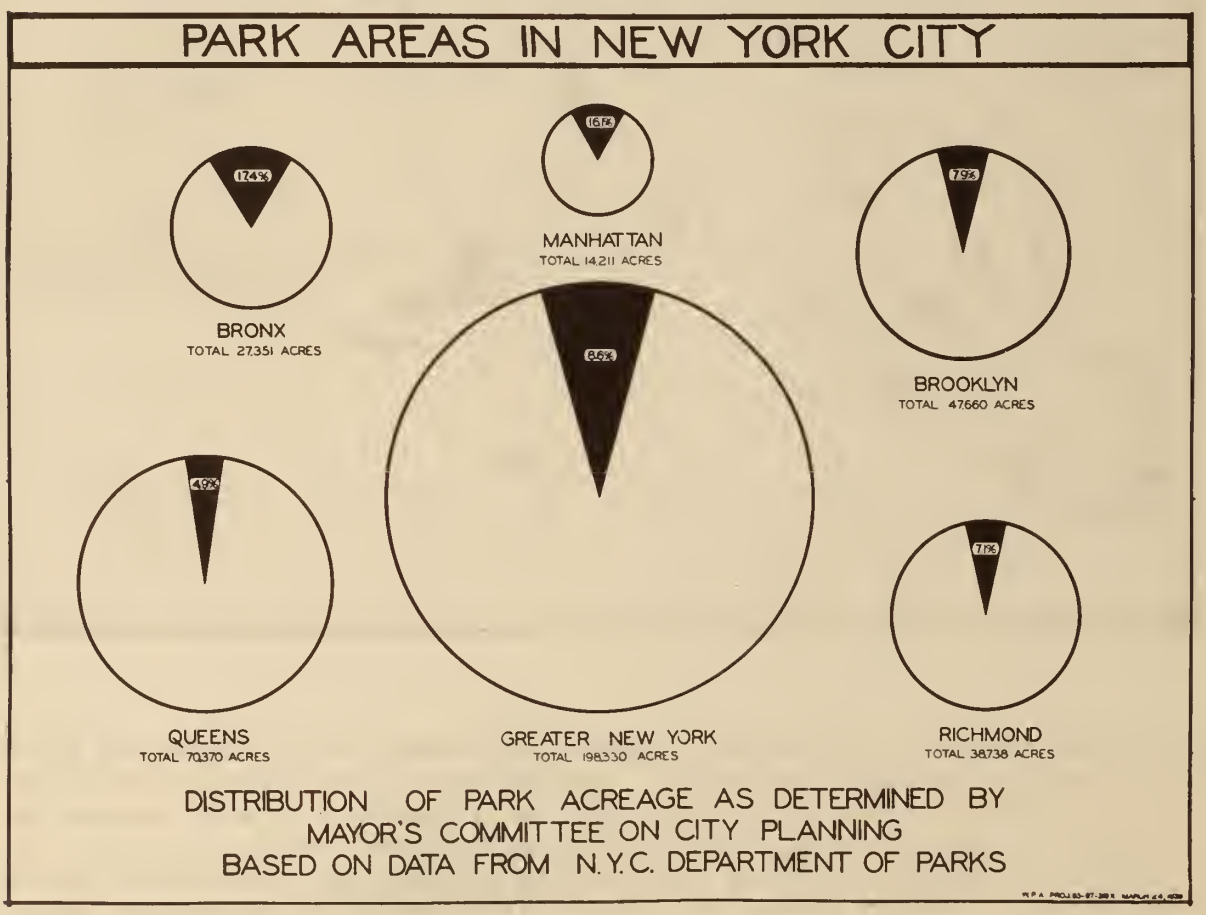
More detailed studies of all means of communication, including rapid and surface transit, will be undertaken during the coming year.

PARKS

One of the most pressing problems of modern urban life is to meet the growing need for more recreation space. In providing parks, playgrounds, athletic fields, public and semi-public open spaces, it is important to remember that each has its own vital function.

The Park Department has been notably successful in expanding park facilities by acquisition of additional land and by substantial improvements to present park areas. In February 1936, park acreage was 8.6 per cent of the city area (see chart). Of the 17,008 park acres more than 2000 acres, or 12 per cent, were acquired since January 1934.

Although the per capita requirements of recreation space vary according to population density, type of activity, intensity of use, location and accessibility, the following comparisons roughly indicate relative park adequacies. Manhattan has 1.32 park acres per thousand population, Bronx



MAP OF THE
CITY OF NEW YORK
BOARD OF ESTIMATE AND APPORTIONMENT
SHOWING PROPERTIES UNDER THE JURISDICTION OF THE
DEPARTMENT OF PARKS
CITY OF NEW YORK
ATLANTIC OCEAN
MAYOR'S COMMITTEE ON CITY PLANNING

3.31 acres, Brooklyn 1.38 acres, Queens 2.69 acres, but Richmond has 15.88 park acres per thousand population. Smaller parks unfortunately are almost lost by reduction from the original park map; however, it will be seen, by referring to population map, page 16, that many crowded sections of the city lack parks. Despite the Park Department's striking progress, much remains to be done. A larger number and better distribution of recreation spaces in relation to population is socially desirable and economically sound.

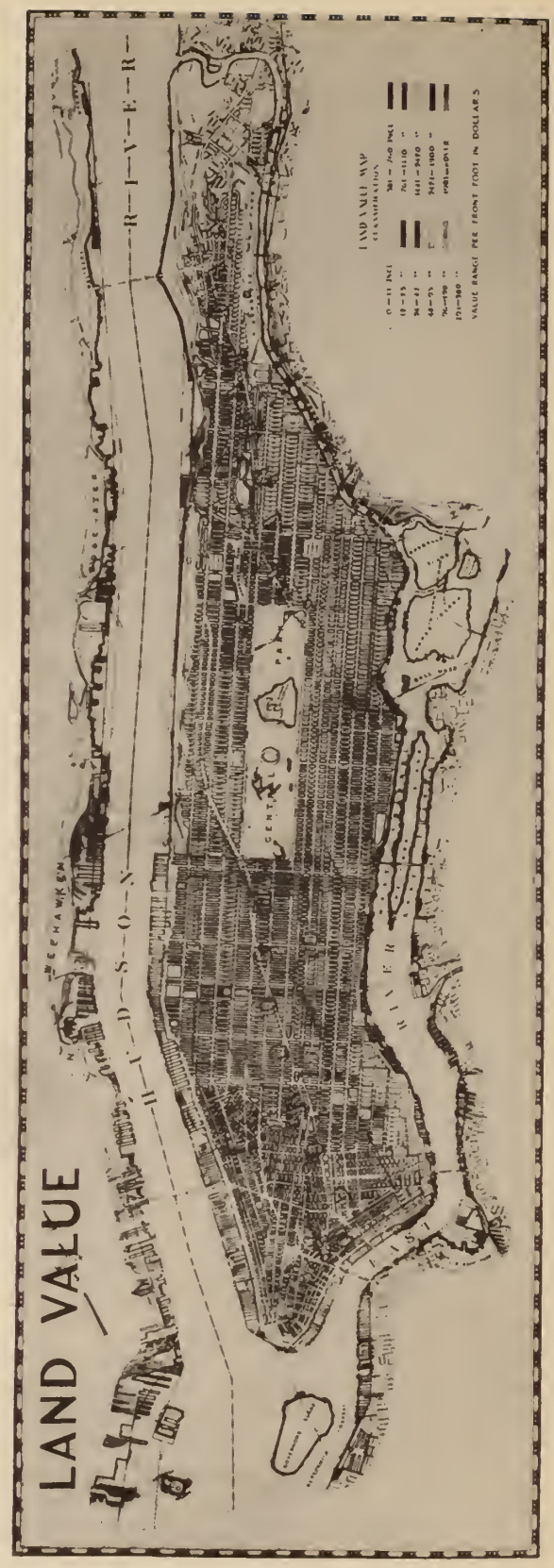
PROGRESS REPORT

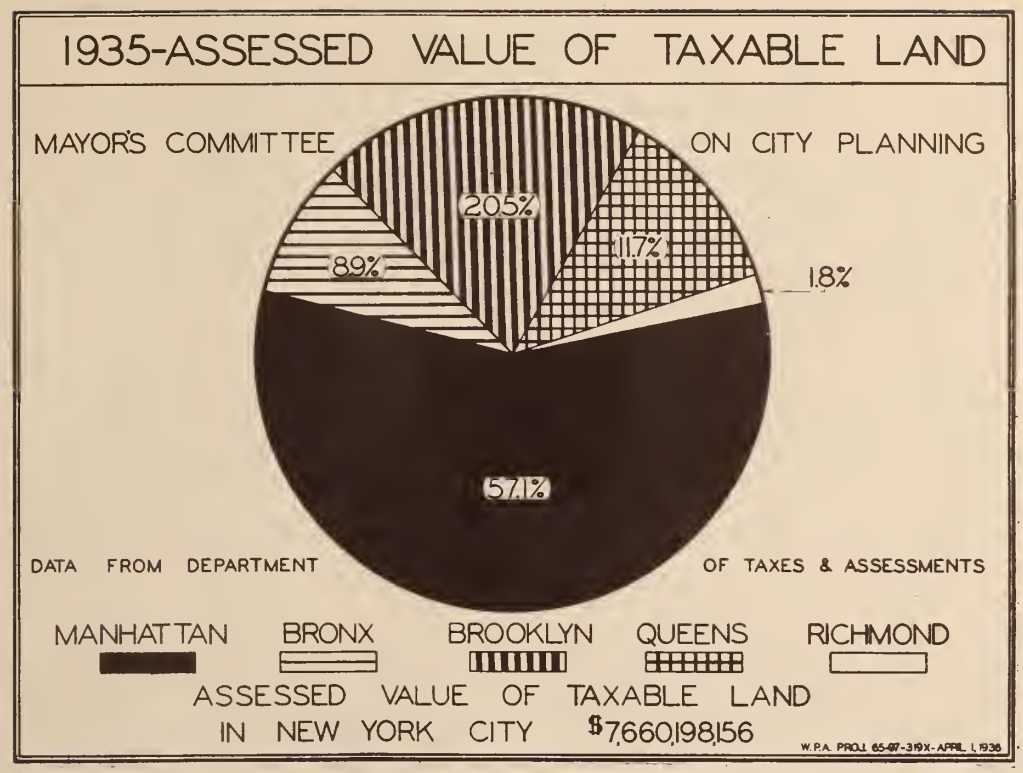
FINANCE

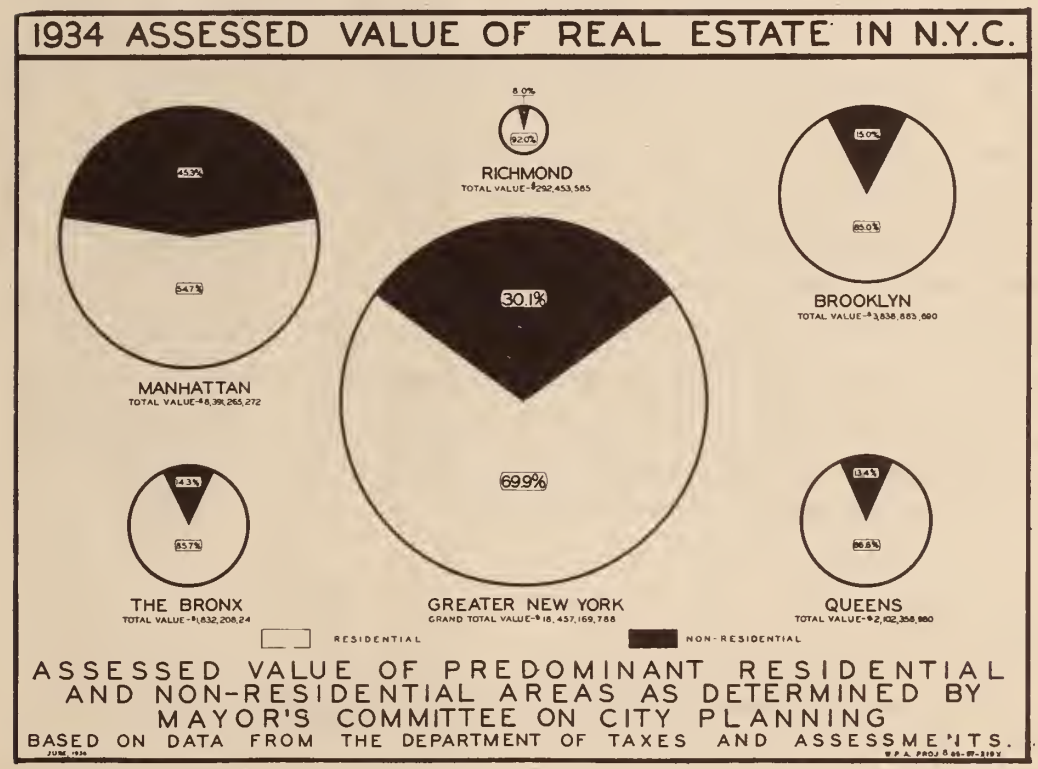
The Mayor's Committee is convinced that city planning requires a solid financial basis. It would be little more than a waste of effort to study the physical needs of the city and prepare recommendations for permanent improvements; without at the same time giving equally careful consideration to the financial capacity of the city to carry the planning program into effect. The staff has therefore compiled essential data on the finances of New York City.

With this information in hand, supplemented by additional facts still to be obtained, it will be possible to prepare a long-term budgeted program of capital improvements to be undertaken in each of the coming five or ten years. The program will be arranged in the general order of urgency of the projects, as determined by local, borough and city-wide needs. It will also indicate how each item is to be financed, and the effect of the program as a whole upon the city's tax rate and borrowing power. There can be no question but that this process represents a business-like approach to the ever-pressing problem of capital expenditures. The proposed city charter describes this procedure as a particular function of the permanent planning board.

This page shows one of our series of borough land value maps, the originals of which are in color. High values stand out in the darker tones.




1935-ASSESSED VALUE OF TAXABLE LAND
MAYOR'S COMMITTEE ON CITY PLANNING
20.5%
11.7%
8.9%
1.8%
57.1%
DATA FROM DEPARTMENT OF TAXES & ASSESSMENTS
MANHATTAN
BRONX
BROOKLYN
QUEENS
RICHMOND
ASSESSED VALUE OF TAXABLE LAND
IN NEW YORK CITY $7,660,198,156
W.P.A. PROJ. 65-97-319X - APRIL 1, 1938

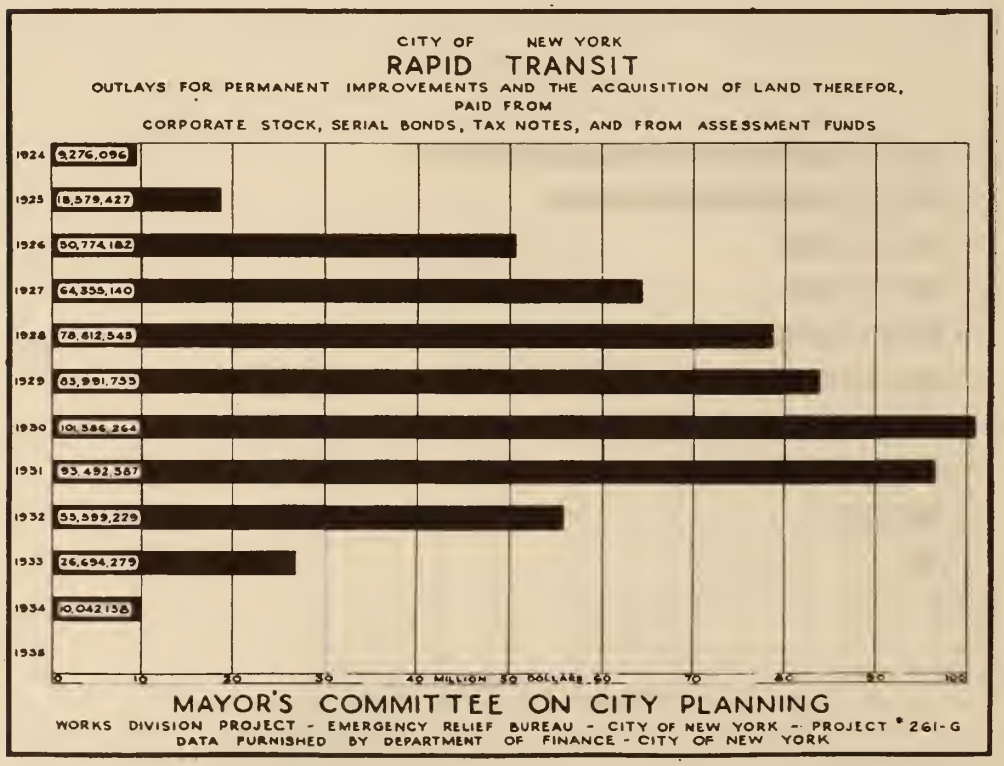

1934 ASSESSED VALUE OF REAL ESTATE IN N.Y.C.
8.0%
92.0%
RICHMOND
TOTAL VALUE-$292,453,585
45.3%
54.7%
MANHATTAN
TOTAL VALUE-$8,391,265,272
30.1%
69.9%
GREATER NEW YORK
GRAND TOTAL VALUE-$18,457,169,788
15.0%
85.0%
BROOKLYN
TOTAL VALUE-$3,838,883,690
14.3%
85.7%
THE BRONX
TOTAL VALUE-$1,632,208,24
8.4%
91.6%
QUEENS
TOTAL VALUE-$2,102,358,980
RESIDENTIAL
NON-RESIDENTIAL
ASSESSED VALUE OF PREDOMINANT RESIDENTIAL AND NON-RESIDENTIAL AREAS AS DETERMINED BY MAYOR'S COMMITTEE ON CITY PLANNING
BASED ON DATA FROM THE DEPARTMENT OF TAXES AND ASSESSMENTS.
JUNE 1936
W.P.A. PROJ. 65-97-319X

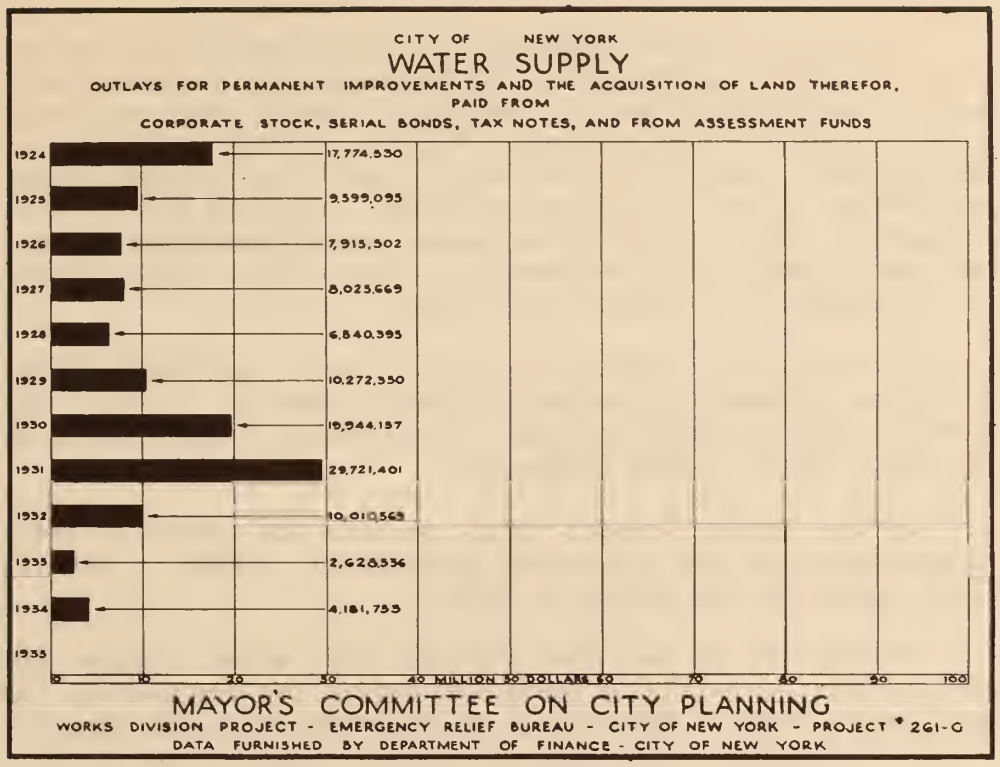
The charts on the preceding page show how taxable values are distributed between the five boroughs, and between residential and non-residential property. Manhattan, with only seven per cent of the city area, is seen to have 57.1 per cent of the land value and 51 per cent of the total taxable value. Residential value (land and buildings) accounts for 85 to 92 percent of the total in all boroughs except Manhattan, where the concentration of business is so great that under 55 per cent remains for residence properties.

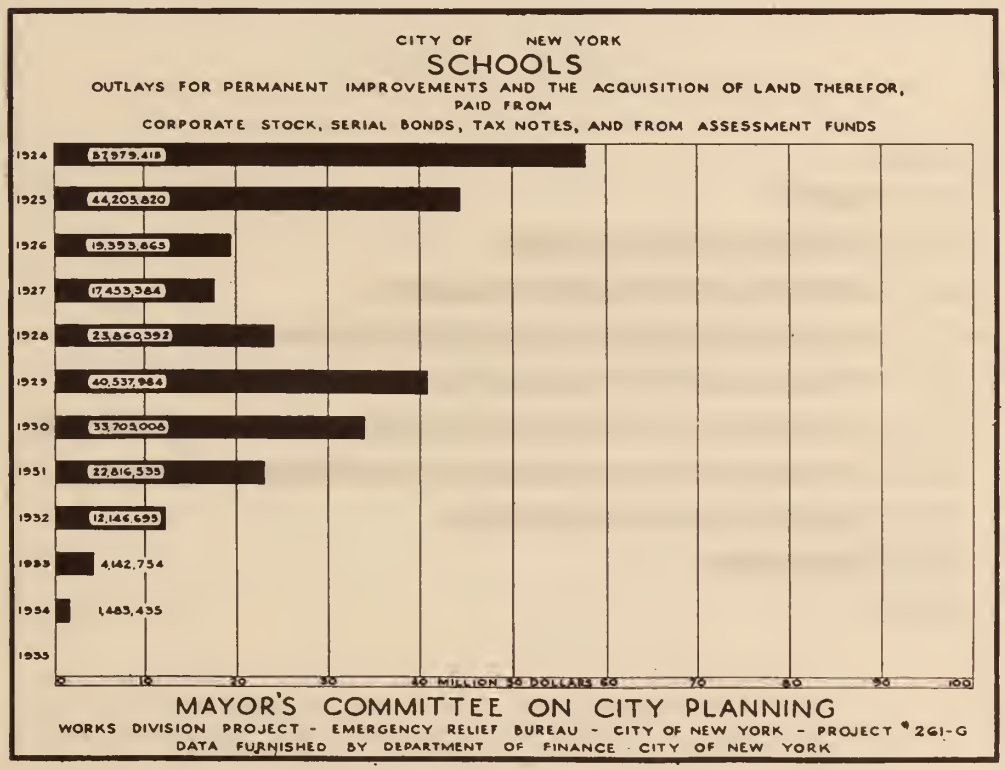
On this and the three succeeding pages, the staff of the committee presents a series of charts showing outlays for seven separate classifications of permanent improvements by years from 1924 to 1934 inclusive.

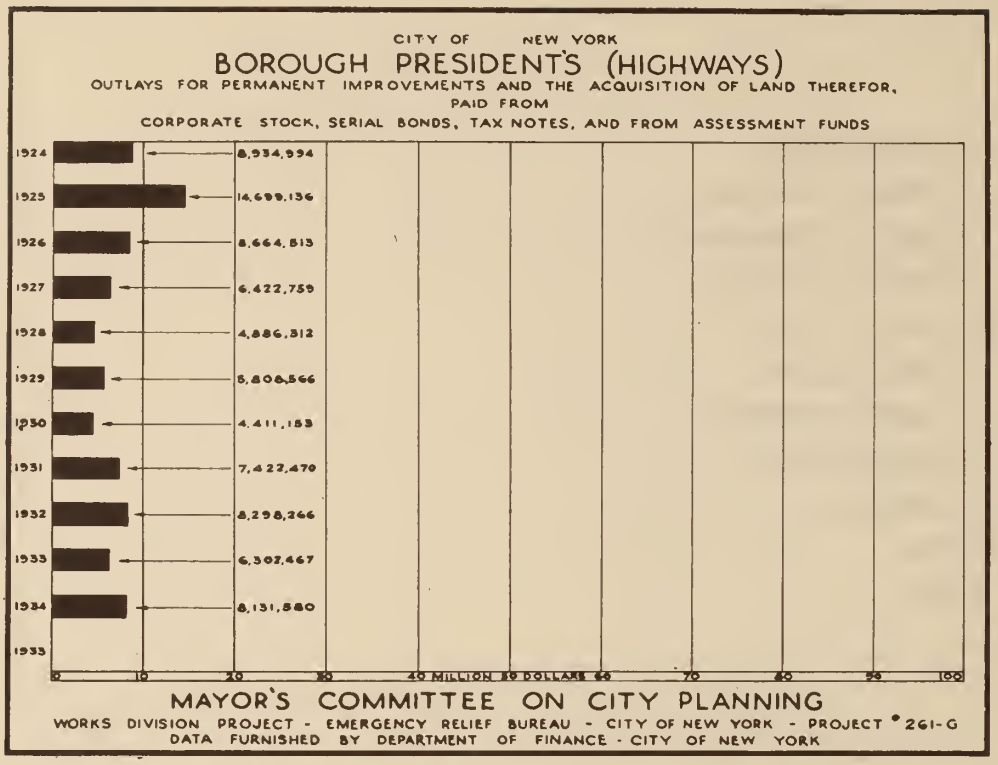
On the rapid Transit chart we note the years of heavy expenditures for the city-owned Independent Subway system, first opened to the public in 1932.

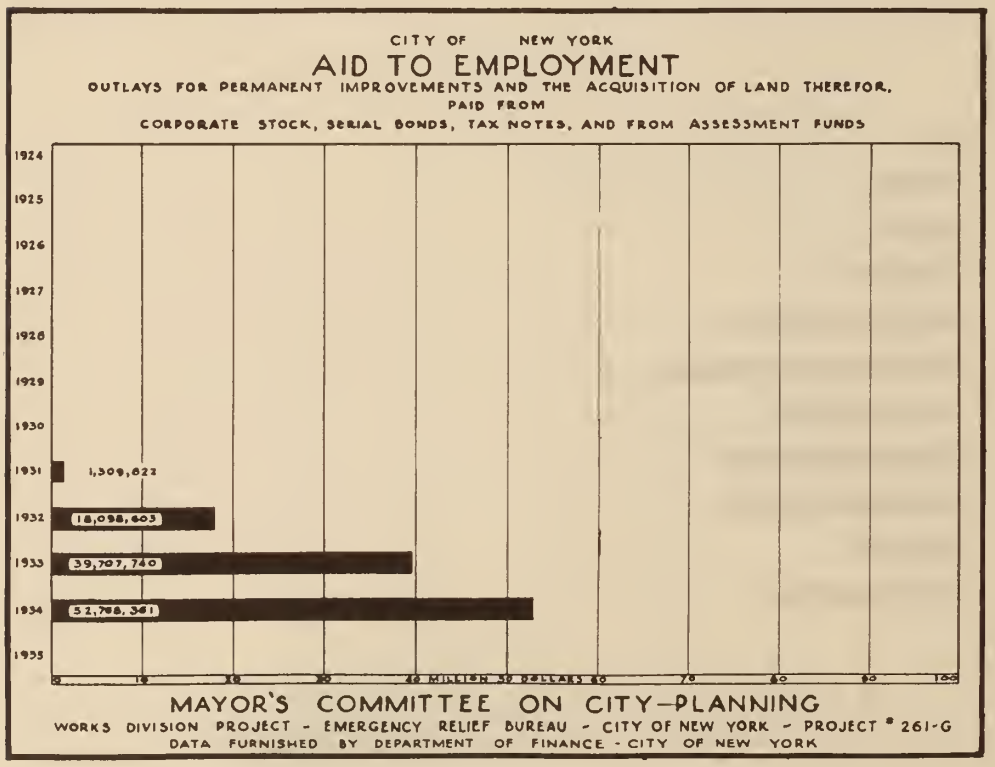
On page 67, we see that outlays for water supply and schools were drastically curtailed during the depression. As both bear a direct functional relationship to (See page 70)

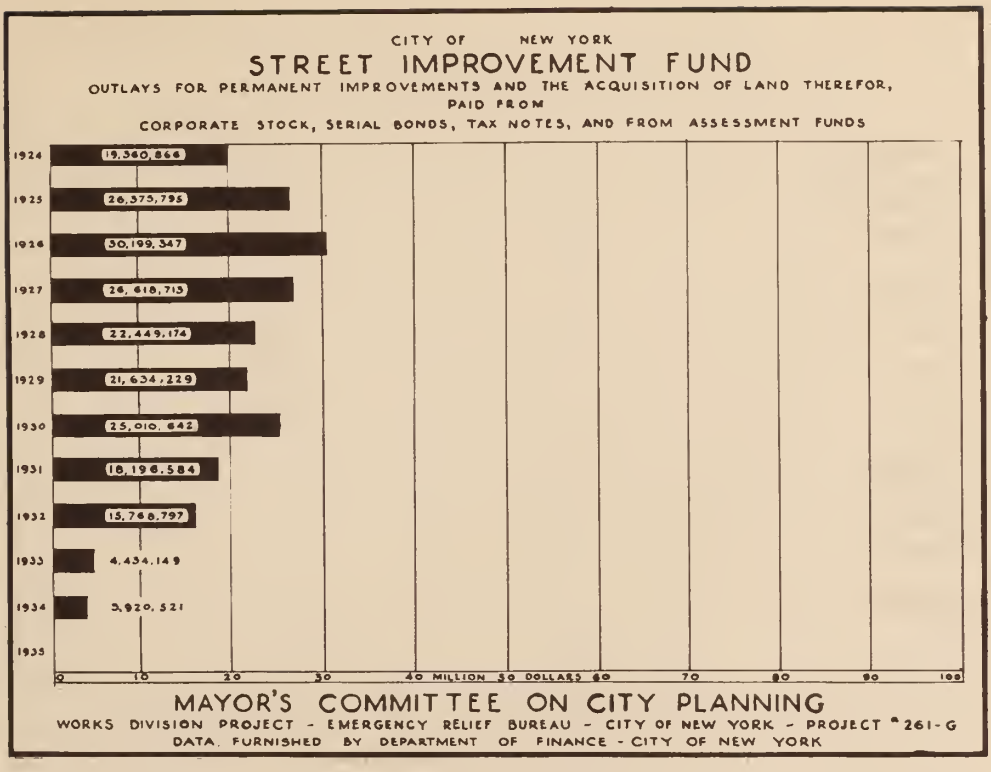

CITY OF NEW YORK
RAPID TRANSIT
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR, PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 9,276,096
1925 18,579,427
1926 30,774,182
1927 64,355,140
1928 78,612,548
1929 83,991,755
1930 101,586,264
1931 93,492,587
1932 55,589,229
1933 26,694,279
1934 10,042,158
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT 261-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK

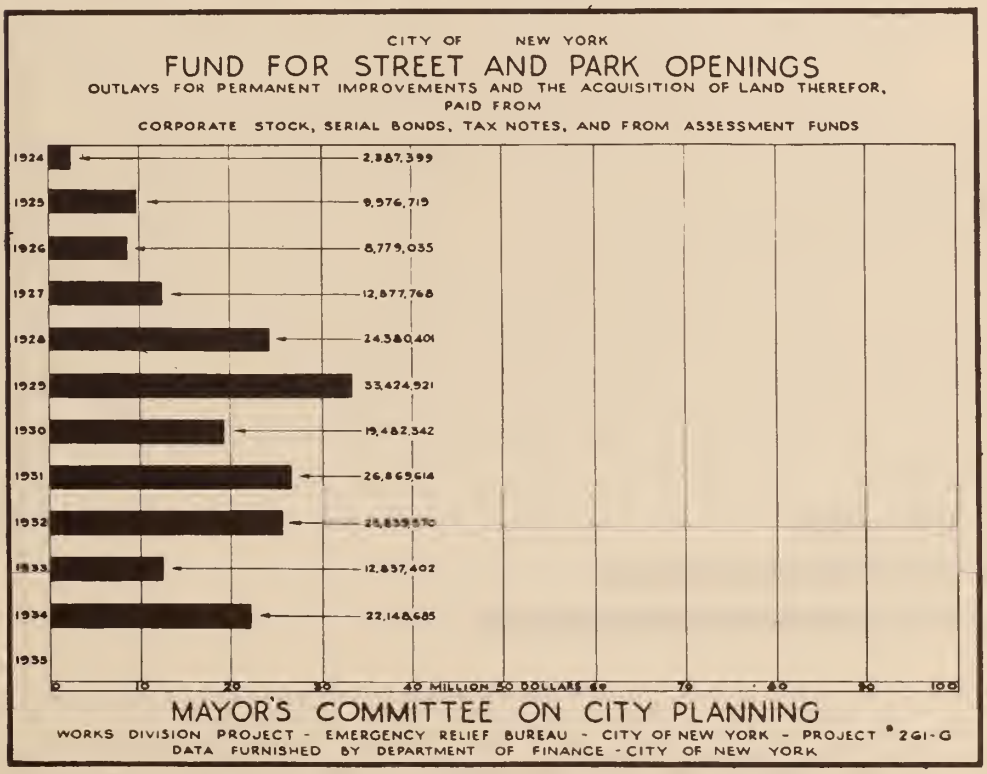

CITY OF NEW YORK
WATER SUPPLY
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR,
PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 17,774,530
1925 9,599,095
1926 7,915,502
1927 8,023,669
1928 6,840,395
1929 10,272,350
1930 15,944,157
1931 29,721,401
1932 10,010,563
1933 2,626,336
1934 4,181,755
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 2G1-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK


CITY OF NEW YORK
SCHOOLS
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR,
PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 87,979,418
1925 44,203,820
1926 19,393,863
1927 17,453,384
1928 23,860,392
1929 40,537,984
1930 33,703,006
1931 22,816,539
1932 12,146,699
1933 4,142,754
1934 1,483,435
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 2G1-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK


CITY OF NEW YORK
BOROUGH PRESIDENT'S (HIGHWAYS)
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR,
PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 8,934,994
1925 14,699,136
1926 8,664,813
1927 6,422,759
1928 4,886,312
1929 5,806,566
1930 4,411,153
1931 7,422,470
1932 8,298,266
1933 6,302,467
1934 8,131,880
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 261-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK


CITY OF NEW YORK
AID TO EMPLOYMENT
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR,
PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924
1925
1926
1927
1928
1929
1930
1931 1,309,622
1932 18,098,603
1933 39,707,740
1934 52,788,361
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 261-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK


CITY OF NEW YORK
STREET IMPROVEMENT FUND
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR, PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 19,360,866
1925 26,375,795
1926 30,199,347
1927 26,618,713
1928 22,449,174
1929 21,634,229
1930 25,010,642
1931 18,196,584
1932 15,768,797
1933 4,434,149
1934 3,920,521
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT #261-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK

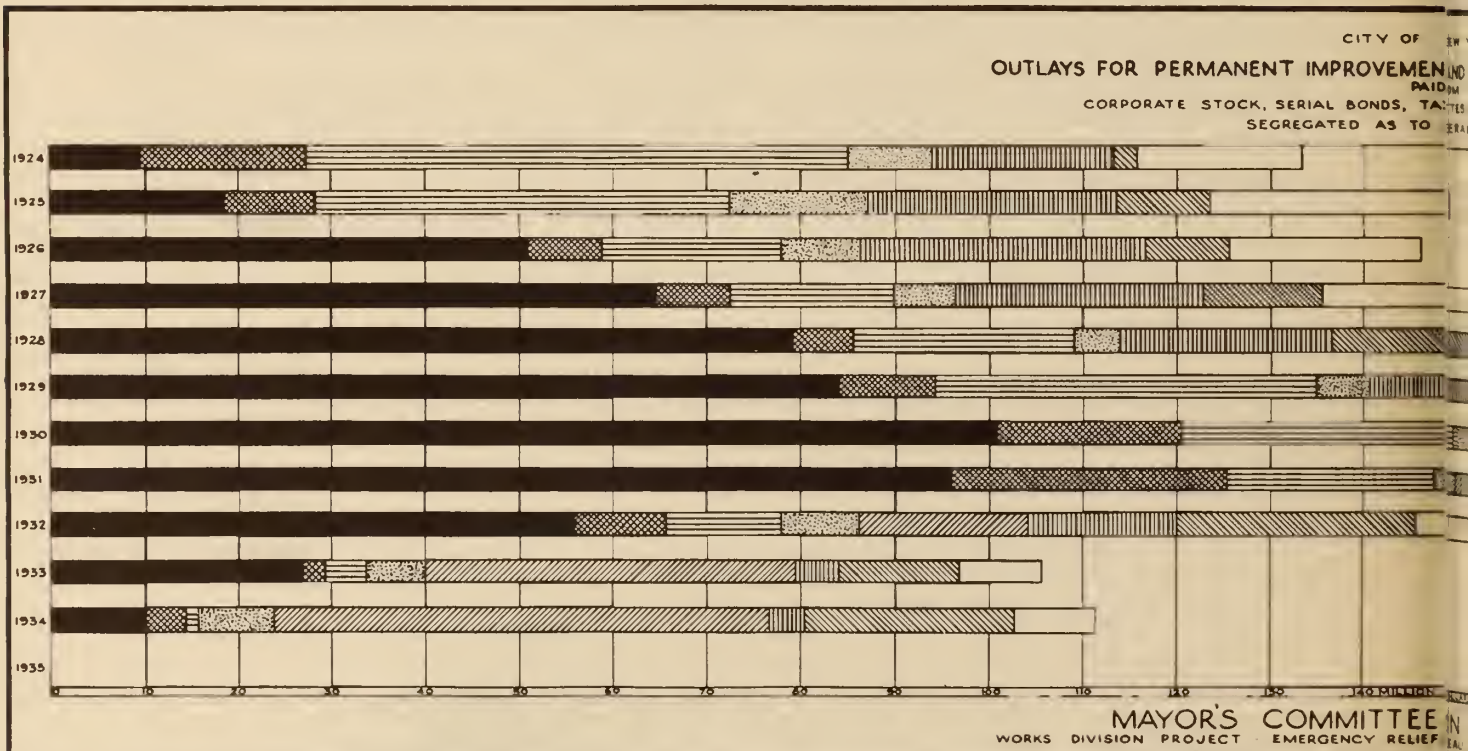

CITY OF NEW YORK
FUND FOR STREET AND PARK OPENINGS
OUTLAYS FOR PERMANENT IMPROVEMENTS AND THE ACQUISITION OF LAND THEREFOR, PAID FROM
CORPORATE STOCK, SERIAL BONDS, TAX NOTES, AND FROM ASSESSMENT FUNDS
1924 2,887,399
1925 9,976,719
1926 8,779,035
1927 12,877,768
1928 24,580,401
1929 33,424,921
1930 19,482,342
1931 26,869,614
1932 25,839,570
1933 12,837,402
1934 22,148,685
1935
0 10 20 30 40 MILLION 50 DOLLARS 60 70 80 90 100
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT #261-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK

population growth, we must anticipate a need for catching up on requirements during the next few years.

On page 68, the outlays for Highways by the Borough Presidents(repairs and temporary paving) have only once exceeded $9,000,000. Aid to employment, prior to 1931, was entirely a budget item with no part of the cost financed from capital funds. The State and Federal governments have participated in shouldering the burden to a varying extent in different years, and the bar chart is therefore not truly indicative of the full extent of the upward trend in cost of caring for and giving work to the unemployed.

The Street Improvement Fund, charted on page 69, has been drawn upon to a less extent in every year with one exception since 1926. This is a revolving fund, replenished by collection of special assessments. The Fund for Street and Park Openings is of the same nature, but is used for original property acquisitions as distinct from construction costs.

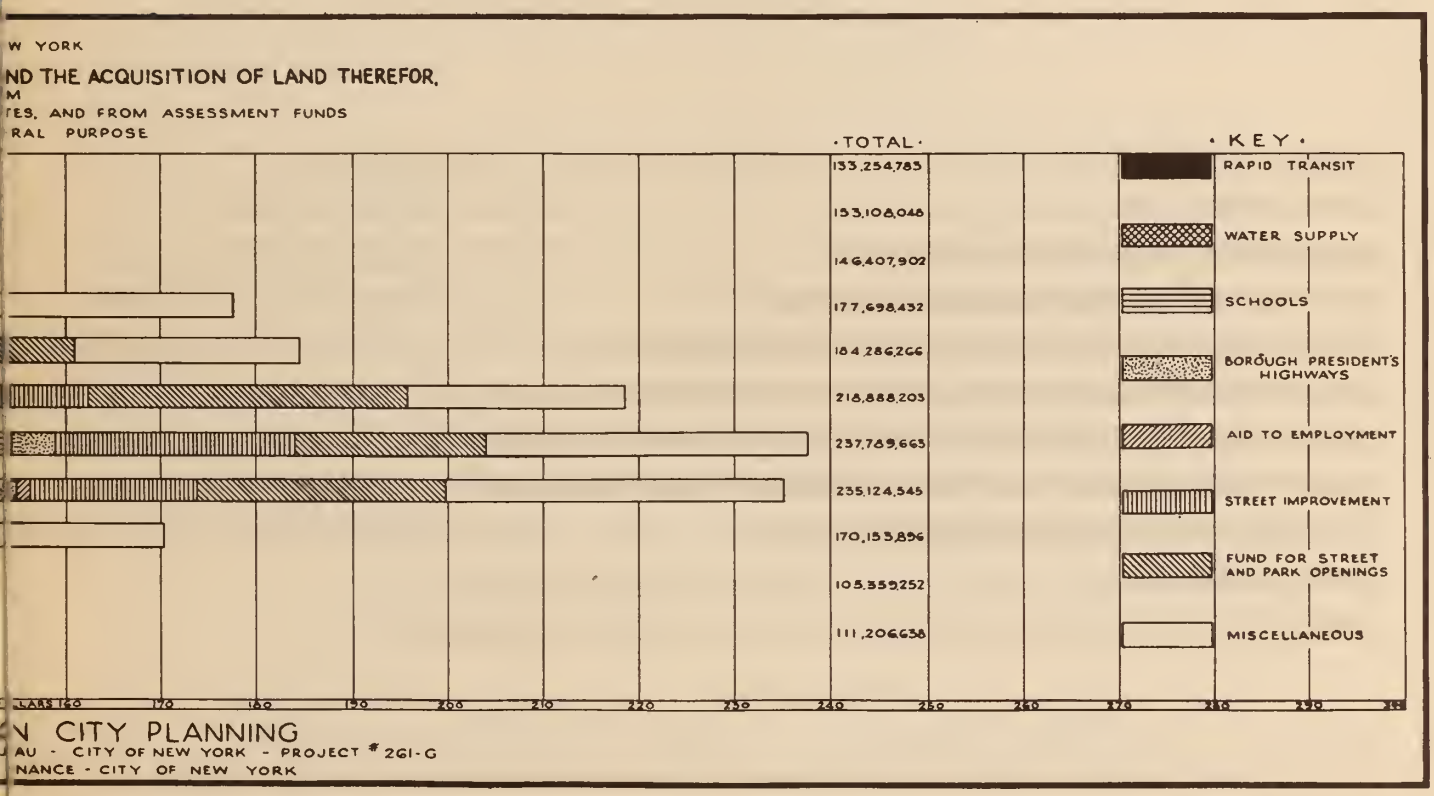
We have below a summary diagram giving the combined outlays for all seven of the classifications that are charted separately on the preceding pages. It shows at a glance that the City of New York has reduced its annual capital outlays to well below one-half the 1930 peak, despite the



huge bonded cost of relief during the depression years. In 1934, Aid to Employment amounted to nearly 50 per cent of the total. This total, $111,206,638 for all items, compares with over $100,000,000 spent for Rapid Transit alone in 1930. The Miscellaneous classification, at the right-hand end of the bars, comprises Parks, Plant and Structures, Markets, Hospitals, Protection, Health and Sanitation, and other items too small in amount to justify showing separately.

It is too early to forecast the size of annual outlays that the capital budget program will envisage for the future. However, it can be stated that the capital expenditures of the latter years of the boom era were very considerably larger than are conservative to use as a guide for a rational long-term program. This comment is not intended in any sense as criticism. In a period of rapidly mounting taxable values and general optimism, more extensive outlays are very naturally made than in times when taxpayers are pleading for rigid economy. It is unfortunate that the improvements built and bonded in the prosperous years must be paid for after prosperity has been succeeded by depression.

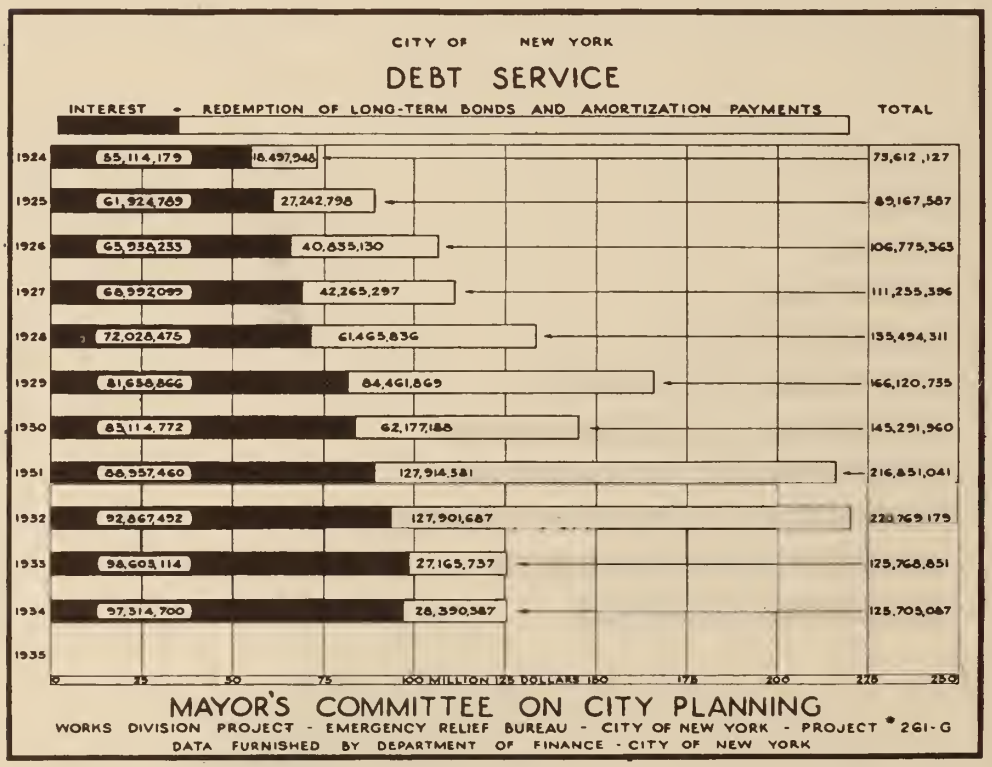
The extent to which this is true is brought out by the high Debt Service in 1931 and 1932, shown on page 72. The abrupt drop in 1933 and 1934 was followed by a 1935 total exceeding $245,000,000 (not shown on chart).

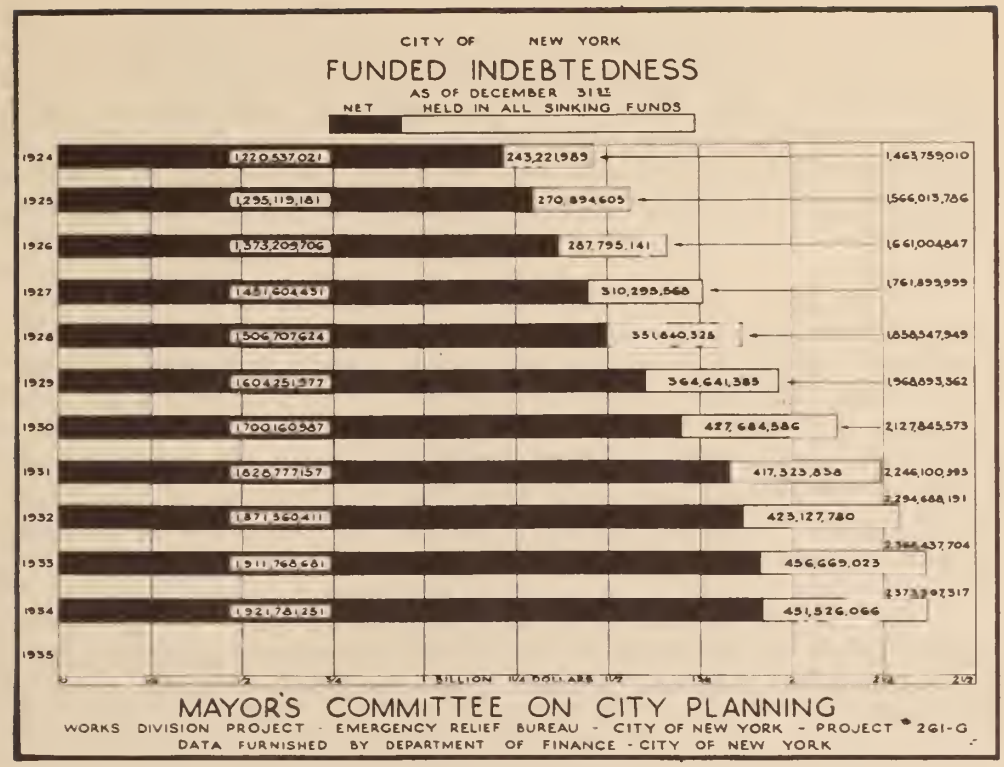


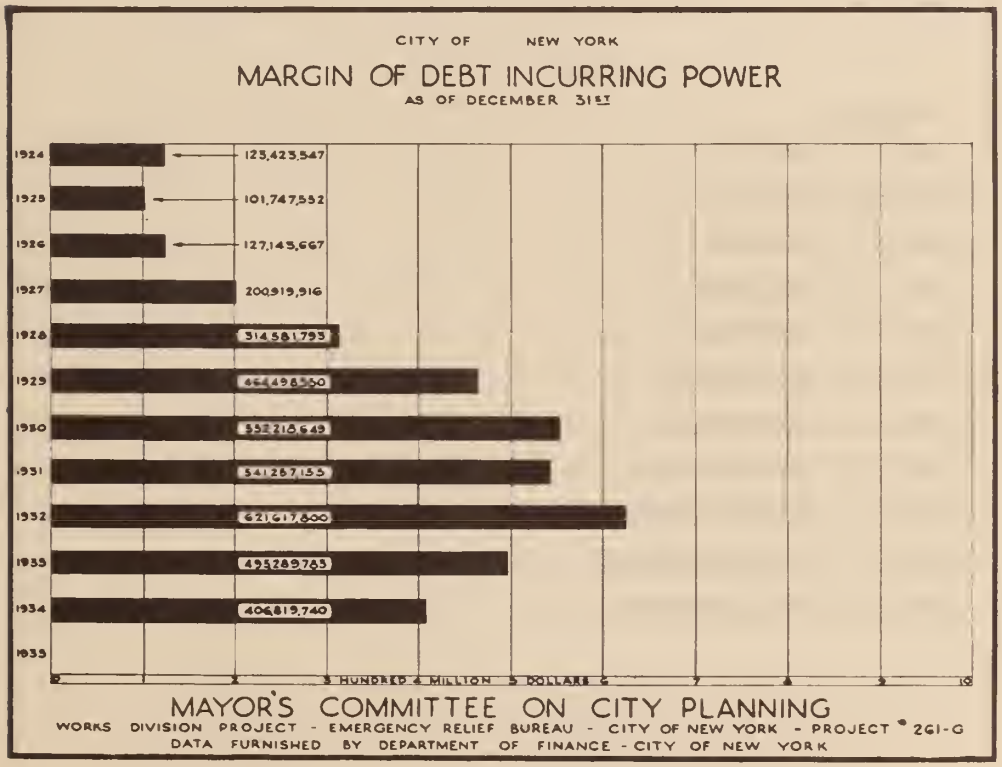
The Funded Debt of the city, shown in the chart on the facing page, has increased each year without exception from 1924 through 1934. Nearly 20 per cent of this debt is held in city sinking funds. It is noticeable that from 1931 on, the increases in both total and net debt have been very moderate, thus reflecting the curtailment of outlays previously described.

With debt increasing and assessed values suffering a progressive decline, the Margin of Debt Incurring Power fell from over $620,000,000 in 1932 to a scant $407,000,000 two years later and (not shown on chart) to only $351,500,000 at the close of 1935. As debt within the debt limit is restricted by the State Constitution to 10 per cent of the taxable assessed valuation, the city thus had outstanding obligations amounting to 79 per cent of its borrowing capacity, excluding issues exempt from the debt limit.

The future capital improvement program must be conservative, so as to maintain at all times reasonable surplus margin to protect the city's credit in emergencies that cannot be forseen.




CITY OF NEW YORK
FUNDED INDEBTEDNESS
AS OF DECEMBER 31ST
NET
HELD IN ALL SINKING FUNDS
1924
1925
1926
1927
1928
1929
1930
1931
1932
1933
1934
1935
1,220,537,021
243,221,989
1,463,759,010
1,295,119,181
270,894,605
1,566,013,786
1,373,209,706
287,795,141
1,661,004,847
1,451,604,451
310,295,568
1,761,899,999
1,506,707,624
351,640,325
1,858,347,949
1,604,251,377
364,641,385
1,968,893,362
1,700,160,587
427,684,586
2,127,845,573
1,628,777,157
417,323,838
2,246,100,995
1,871,560,411
423,127,780
2,294,688,191
1,911,768,681
456,669,023
2,368,437,704
1,921,781,251
451,526,066
2,373,307,317
1 BILLION 104 DOLLARS
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 2GI-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK


CITY OF NEW YORK
MARGIN OF DEBT INCURRING POWER
AS OF DECEMBER 31ST
1924
1925
1926
1927
1928
1929
1930
1931
1932
1933
1934
1935
125,423,547
101,747,552
127,145,667
200,919,916
314,581,793
466,498,550
552,216,649
541,267,135
621,617,600
493,289,785
406,819,740
3 HUNDRED 4 MILLION 5 DOLLARS
MAYOR'S COMMITTEE ON CITY PLANNING
WORKS DIVISION PROJECT - EMERGENCY RELIEF BUREAU - CITY OF NEW YORK - PROJECT # 2GI-G
DATA FURNISHED BY DEPARTMENT OF FINANCE - CITY OF NEW YORK

PROGRESS REPORT

ZONING

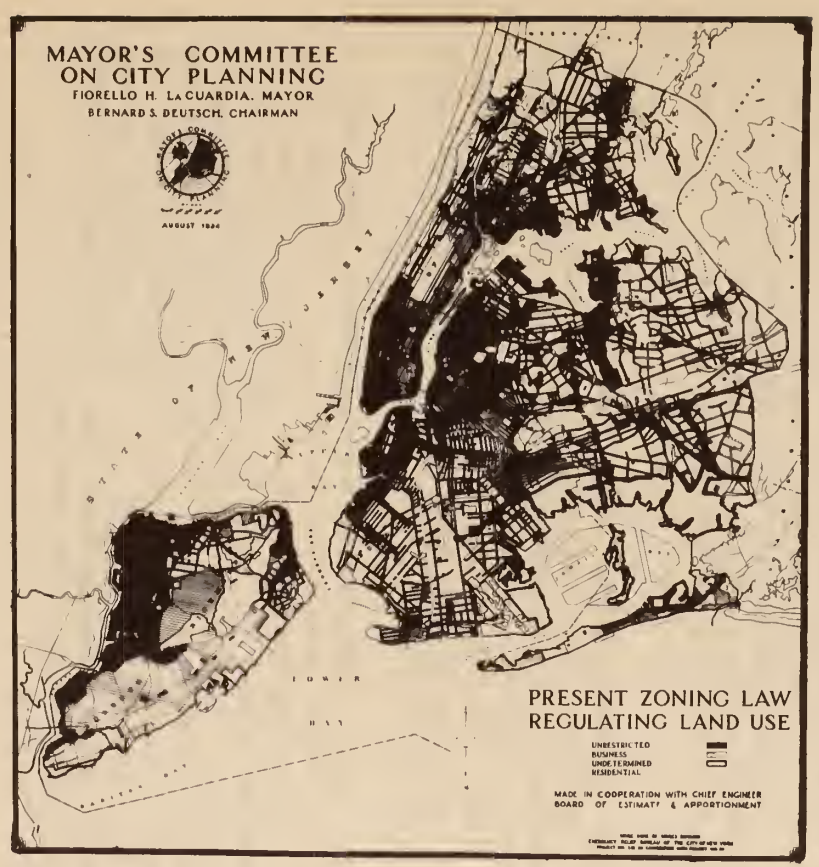
New York established the first comprehensive "zoning" in America. In 1916 a pioneer "Zoning Resolution" was adopted under the police power to promote health, safety and the general welfare by dividing the city into different districts, or zones, in which the height and bulk of buildings, the lot area that they might cover, and the uses to which they might be put were regulated.

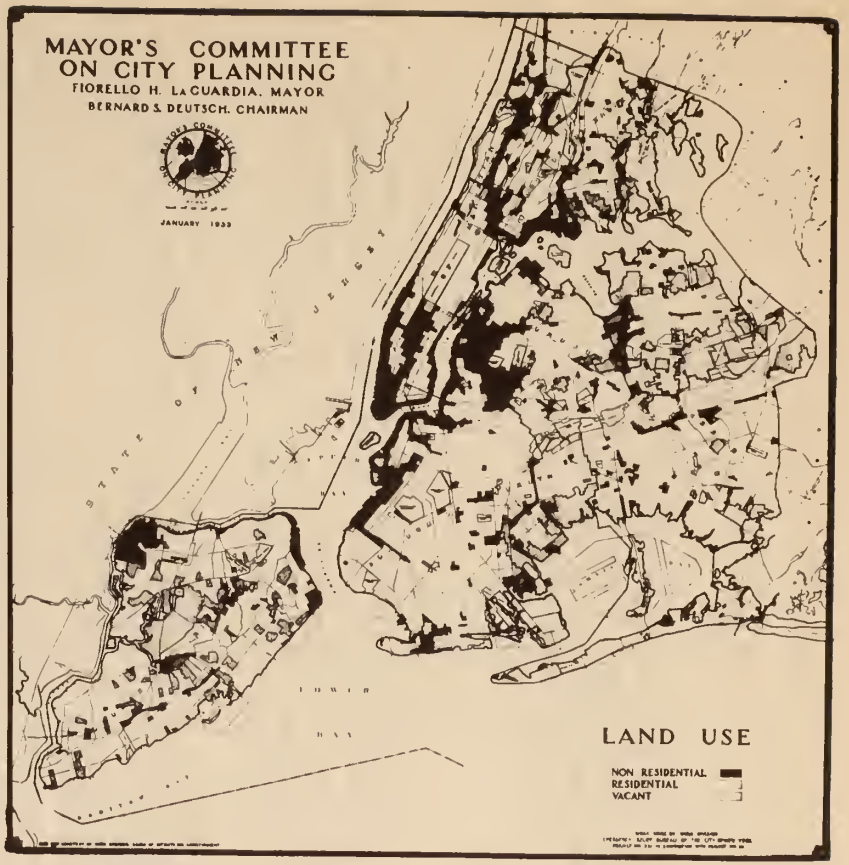
At that time there was uncertainty as to the legal standing of limitations upon the free use of private property, and New York City was optimistically expected to grow indefinitely. The courts have since emphatically affirmed the constitutionality of reasonable and comprehensive zoning. Practically all the large and many of the smaller cities have followed the example of New York by adopting zoning ordinances.

Technical and legal zoning methods have made tremendous advances since 1916, but New York, unfortunately, has not availed itself of the additional protection afforded property owners under recent zoning laws. For example, the New York law does not establish one or two family districts as such, distinct from apartment districts, nor does it limit the density of population. In the most restricted districts, intended for one family detached houses, an owner can erect tall multiple-dwellings housing over 100 families, provided the district lot coverage and yard requirements are met. This uncertain protection does not benefit the home owner, nor does it make for reasonably stable property values, since the character of an entire residential neighborhood may be changed by the intrusion of large apartment houses.

Decreasing immigration and a declining birth rate indicate that the population of the nation, state and city are rapidly approaching stationery figures. It has been concluded that the maximum population will be reached about 1960, but will probably not exceed 144,000,000 for the nation 14,400,000 for New York State, and 9,227,000 for New York City. These estimates may be low, but declining growth trends force leading authorities to abandon more optimistic predictions.

However, the existing zoning law permits building development sufficient to house an enormously larger population in the city. A New York City Housing Authority survey discloses that residential districts in New York could be developed to house more than 76.7 million people, a number equal to the population of all states, excluding Florida,east of the Mississippi; further, that non-residential districts could be developed to accommodate over 343.9 million workers, a number exceeding the population of North and South America. Thus zoning provides for nearly four and one-half workers to each resident, and would permit housing more than eleven times the 1930 population of New York in areas now zoned for residence.



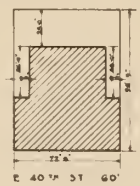
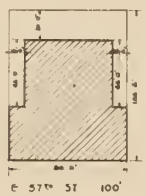
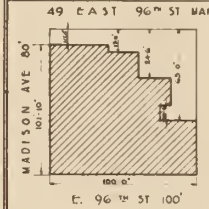
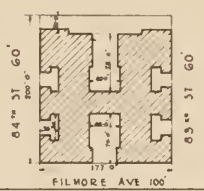


The Mayor's Committee staff has analyzed predominant land uses and found less than 10% used for parks and cemeteries, nearly 60% developed for residence, under 20% vacant, and only 10.2% of the city's area occupied by non-residential uses (see "Land Use" map above). The use districts, shown on Zoning Map, permit non-residential uses in 63% of the city's area. Over 4,125,000, or 60% of the city's 1930 population live in areas now zoned non-residential. Rezoning use districts to agree with the present use of land, but without alteration of the height and area zoning restrictions would, according to the Housing Authority survey, "permit building development accommodating 55 million workers in existing non-residential areas, and development in residential areas housing 273.8 million", or nearly 30 times the probable ultimate population of New York City.

MAYOR'S COMMITTEE ON CITY PLANNING

BUILDINGS ERECTED UNDER PRESENT LAWS

B-1½

AREA B HEIGHT 1½	Nº OF STORIES	% OF COVERAGE	BULK RATIO CUB FT OF BLDG PER SQ FT OF LOT	AREA RATIO SQ FT OF FLOOR SPACE PER SQ FT OF LOT	DENSITY RATIO PER NET ACRE	RMS. OR PERS'S PER GROSS ACRE	LOT
3 EAST 66TH ST. MAN.	9 & P.H.	71%	67	6.7	934	715	INTERIOR LOT 34'×100-5"
140 EAST 40TH ST MAN 	14 & P.H.	66%	80	8.0	1684	1297	INTERIOR LOT 72'×98-9"
277 EAST 57TH ST MAN 	20 & P.H.	69%	134	13.4	2349	1566	INTERIOR LOT 80-0"×100-5"
49 EAST 96TH ST MAN 	18	74%	132	13.2	1892	880	CORNER LOT 100-0"×101-10"
FILMORE AVE 83RD & 84TH ST JACKSON HEIGHTS 	6	62%	37	3.7	489	314	END OF BLOCK 177-0"×200-0"

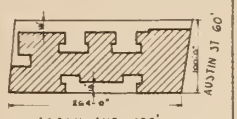
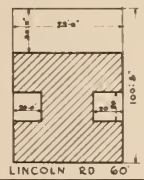
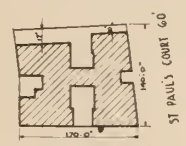
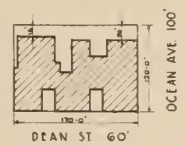
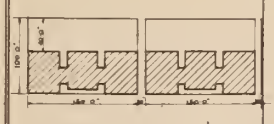
WPA PROJECT #65-97-319X

The density of occupancy of 273,800,000 people in New York would average 1,380 persons per acre; the present average density is just 35, and the probable ultimate density will average only 46 persons per acre. The diagram of buildings erected in B-1½ districts shows that people are housed in existing multiple dwellings at a density of 314 to 1,566 persons per acre. While individual buildings may take full advantage of zoning provisions, an entire block has fortunately never been completely developed to house the population permitted under existing zoning law.

MAYOR'S COMMITTEE ON CITY PLANNING

BUILDINGS ERECTED UNDER PRESENT LAWS

C-1¼

AREA C HEIGHT 1¼	Nº OF STORIES	% OF COVERAGE	BULK RATIO CUB FT OF BLDG PER SQ FT OF LOT	AREA RATIO SQ FT OF FLOOR SPACE PER SQ FT OF LOT	DENSITY RATIO PER NET ACRE	R'MS. OR PER'S PER GROSS ACRE	LOT
SUTTON HALL - FOREST HILLS L.I. 	6	70%	42	4.2	513	312	CORNER LOT 100'-0" x 264'-0"
131 LINCOLN RD. BKLYN N.Y. 	6	61%	36	3.6	627	490	INTERIOR LOT 75'-0" x 105'-0"
509 OCEAN AVE BKLYN, NY 	6	72%	43	4.3	576	345	CORNER LOT 140'-0" x 170'-0"
97 to 105 BROOKLYN AVE BKLYN NY 	6	73%	44	4.4	529	327	CORNER LOT
WEST SIDE OF WALLACE AVE BRONX, NY. 	6	50%	30	3.0	638	427	SIDE OF BLOCK 100'-0" x 475'-0" NOTE 2/3 BUILT

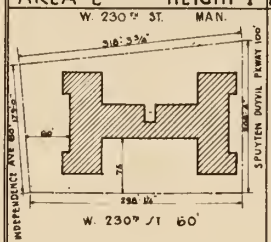
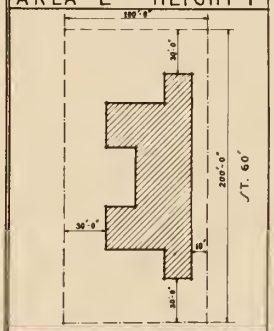
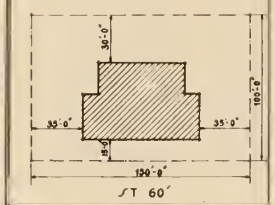
WPA PROJECT '65-97-319X

The buildings on diagram B-1½, with one exception, were erected in Manhattan, and the lowest density shown is 715. The buildings on diagram C-1¼ above, located in other boroughs, provide for 312 to 490 persons per acre. Numbers in the right-hand column indicate population density housed in each building shown on diagrams. On the page following, the diagram of a multi-family building in an "F" district, which was intended as a one family area in the original Zoning Resolution, houses 243 persons per acre, but the normal density of one family areas is only 30 persons per acre.

MAYOR'S COMMITTEE ON CITY PLANNING

BUILDINGS ERECTED UNDER PRESENT LAWS

MISC.

	Nº OF STORIES	% OF COVERAGE	BULK RATIO cu. ft. of bldg. per sq. ft. of lot	AREA RATIO sq. ft. of floor space per sq. ft. of lot	DENSITY RATIO per NET acre	RMS or PER'S per GROSS acre	LOT
AREA "E" HEIGHT 1 	6	35%	23	2.3	250	167	END OF BLOCK 208·4×298·1¼ IRREGULAR
AREA "E" HEIGHT 1 	6	30%	18	1.8	323	250	INTERIOR LOT 100'0"×200'0"
AREA "F" HEIGHT 1 	6	25%	15	1.5	261	243	INTERIOR LOT 100'0"×150'0"

W.P.A. PROJECT #65-97-319X

In addition to studies typified in the diagrams, the staff has combined for the first time on one city map, the three separate Use, Height and Area zoning maps to facilitate zoning study.

While this discussion does not cover the entire subject, these facts indicate the inadequacy of zoning adopted twenty years ago. Conditions have changed drastically since 1916; comprehensive rezoning, more nearly to fit the requirements and growth of the city, is urgently needed.

SURVEY OF

BUSINESS AND INDUSTRY

PROGRESS REPORT

SURVEY OF BUSINESS AND INDUSTRY

The survey of Business and Industry will supplement the studies, described on page 30, which produced detailed information on land utilization, character, and relative stability of non-residential areas in New York City.

In 1923, the Regional Plan completed industrial studies of New York and its Environs, which traced the growth and indicated the size and relative importance of industries and their geographic trends from 1900 through 1922. Bringing these studies up-to-date was believed to be an essential part of the survey of Business & Industry in order to obtain a long range comparison of industrial movements in the city.

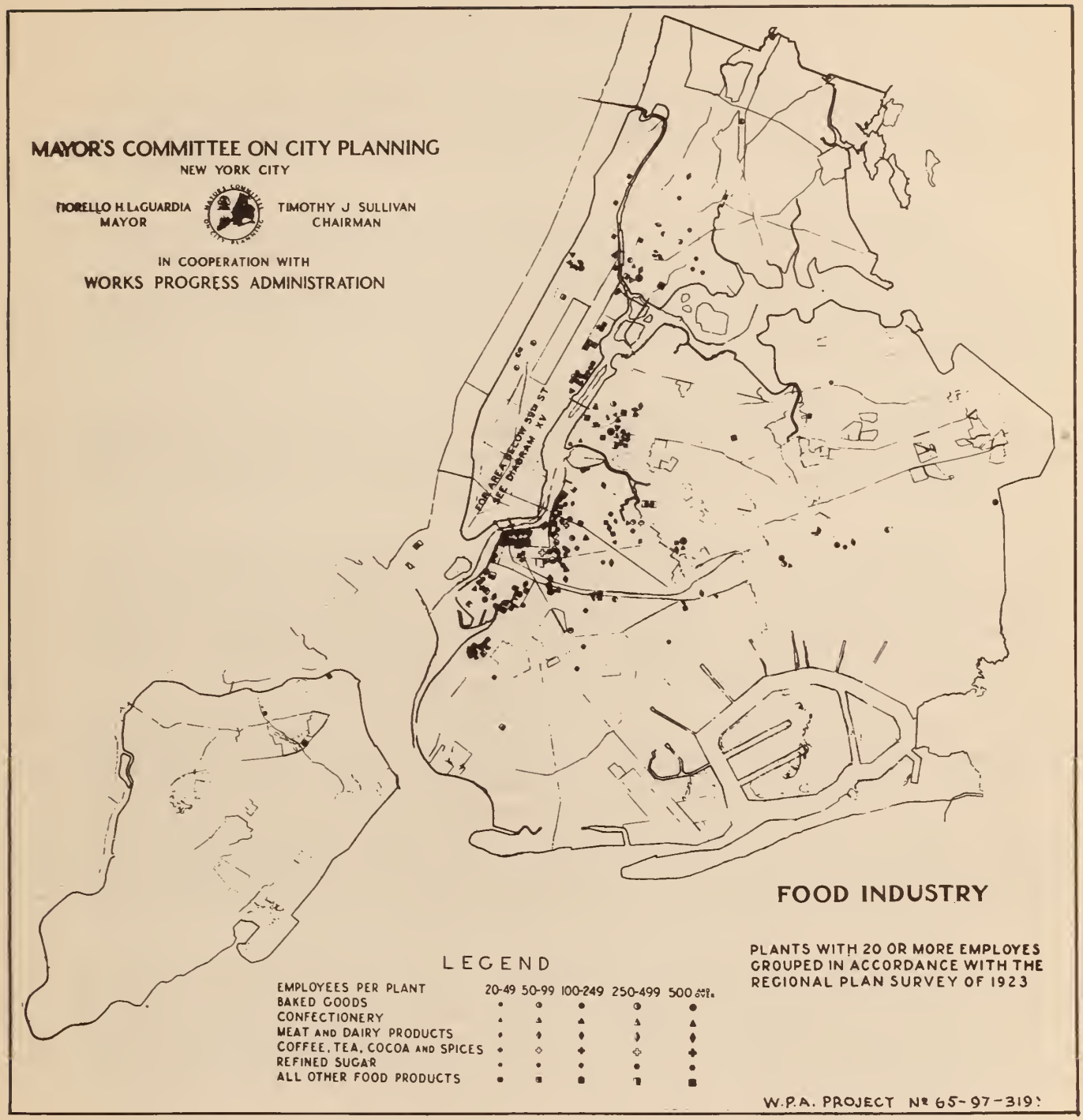
With this statistical survey completed and studied in relation to the Non-Residential Studies, the Mayor's Committee will be able to determine the relative size, importance, permanence and geographical trends of major industrial groups, as related to business activity and the general city pattern.

The Regional Plan studies were based on records of the New York State Labor Department, which give the location of a concern, the number and ages of certain employees, length of work-week, the nature of the raw material and finished product. Although obtained to indicate conditions affecting the safety and health of factory workers these records are the only source of detailed information on industries in New York City.

Through the generous cooperation of the State Labor Department the Committee's staff had access to these factory data. When the work commenced last fall the oldest available records were for the year 1929. These records have been transcribed, and summarized in the eleven groupings employed by the Regional Plan in 1923. In this study it was decided to use this grouping, for an attempt to follow the sixteen industrial groupings adopted in 1929 by the Bureau of the Census would have destroyed the value of a statistical time series that ran back to 1900.

Following 1929, the year 1935 was next selected for study. The 1935 factory records are not only up-to-date, but will also be comparable with the 1935 U. S. Census of Business. When transcribed, the 1935 data will also be summarized in the eleven groups used by the Regional Plan thus permitting comparisons with the original study. This phase of the Business and Industrial survey will then give a picture of industrial activity extending over the thirty-five years from 1900 to 1935.

The Regional Plan mapped the 1900, 1912, 1917 and 1922 locations of food, chemical, men's wear, metal, printing, service, textiles, tobacco, woman's wear, wood and miscellaneous plants according to size. The 1929



and 1935 data will be"spotted" likewise to show industrial distribution. The 1929 map of locations of food plants is typical of these "spot" maps.

SUMMARY OF MANUFACTURING INDUSTRY

BY MAJOR GROUPS AND BY BOROUGHS OF THE GREATER CITY

1929 CLASSIFIED ACCORDING TO GROUPING ADOPTED IN THE 1923 1929

"SURVEY OF NEW YORK AND ITS ENVIRONS" BY THE COMMITTEE ON REGIONAL PLAN

MAYOR'S COMMITTEE ON CITY PLANNING

W.P.A. PROJECT # 65-97-319X

THE BRONX

INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	165	933	1098	1205	26	819	199	244		99	61	263	134	73	107	—	—	—	93	71	29	2.06	1,124,814	1,481,825	21	79	40	60	2,822,8	1,094	14
FOOD	228	2810	3,038	3,390	41	2,412	174	372		114	218	253	114	54	42	19	—	—	71	77	23	2.51	1,219,370	2,143,574	41	59	41	59	7,812,0	641	117
MENS WEAR	23	110	133	1,196	21	593	47	140		11	11	21	20	7	10	2	—	—	14	77	23	1.86	136,446	172,704	12	71	44	56	1,247,8	598	24
METAL	592	5131	6,438	6,748	117	3,244	324	886		390	607	770	1,195	641	656	1,226	693	—	263	87	13	1.95	2,731,894	2,142,276	22	31	46	54	16,852,9	425	514
MISCELLANEOUS	232	3,791	4,023	4,336	41	3,336	127	418		211	176	341	519	214	1,422	515	—	—	111	93	22	2.66	1,634,181	3,349,855	24	76	37	63	6,004,8	484	191
PRINTING	341	2,776	3,117	3,147	38	1,823	37	144		31	54	122	83	—	433	—	—	2,424	64	97	03	2.41	564,468	814,962	13	87	23	77	2,300,8	1,721	67
SERVICE	421	7,052	7,473	7,387	74	2,977	305	1,654		1,222	689	788	1,061	1,271	726	182	581	—	452	99	01	2.76	2,720,334	2,941,372	12	11	89	11	4,932,1	763	1,052
TEXTILES	123	2,096	2,219	2,462	37	1,154	495	693		196	119	163	441	310	632	356	—	—	139	87	13	2.22	1,193,357	1,730,548	87	13	62	38	3,534,2	5,132	182
TOBACCO	5	74	79	81	—	63	3	14		14	11	23	27	—	—	—	—	—	10	78	22	1.80	39,448	43,987	—	100	67	33	207,3	548	12
WOMENS GARMENTS	251	2,529	2,780	2,823	23	669	356	1,515		74	233	491	574	403	—	—	—	—	111	73	27	2.22	814,243	1,303,892	24	76	63	37	4,778,5	292	173
WOOD	261	2,123	2,384	2,529	51	2,173	56	181		123	205	278	415	215	85	5	—	—	120	97	03	2.77	2,403,258	4,439,810	23	77	99	01	8,248,8	1,861	170
TOTAL	2,736	30,728	33,476	36,273	482	22,809	2,092	7,991		2,532	2,229	4,225	5,430	3,305	3,877	3,424	2,532	2,424	1,482	65	35	2.34	18,246,214	24,752,256	16	74	52	48	71,633,14	5,421	2,612

KINGS (BROOKLYN)

INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	1421	7,149	8,861	11,163	248	6,083	823	2,007		483	623	819	1,023	1,199	2,044	963	1,280	—	1,023	79	21	3.01	5,344,324	4,335,582	40	60	34	66	21,483,8	634	457
FOOD	1,429	13,220	14,649	15,832	187	9,534	1,932	1,035		418	731	1,339	1,774	2,434	3,347	1,892	1,223	—	1,719	91	09	3.11	12,239,124	9,810,446	48	52	54	46	59,771,2	8,1	1,206
MENS WEAR	217	13,594	13,811	14,411	131	7,178	1,672	4,131		354	835	1,252	4,133	2,911	2,322	1,221	181	—	1,625	87	03	2.52	2,111,6	2,111,6	23	77	17	83	10,534,0	153	2,253
METAL	3,364	38,199	32,863	34,907	598	17,476	1,363	3,130		1,403	1,647	2,845	4,801	4,796	6,432	3,812	3,327	1,539	4,772	92	08	2.62	14,910,644	7,733,340	36	64	50	50	87,814,6	458	1,372
MISCELLANEOUS	1,132	12,149	14,272	21,749	468	12,493	1,204	4,288		615	1,113	1,728	4,328	1,991	2,227	1,051	1,495	—	2,311	84	16	2.51	6,629,281	9,184,214	39	66	43	57	44,813,6	449	687
PRINTING	501	6,461	7,334	7,730	159	4,411	541	1,218		246	249	436	1,005	1,155	2,453	1,833	—	—	2,291	91	09	3.52	3,548,665	4,524,811	33	77	83	17	41,643,8	473	345
SERVICE	1,108	23,855	27,093	27,274	231	16,373	1,783	4,772		3,974	1,345	2,211	3,211	1,777	2,423	1,483	1,200	2,404	9,440	56	44	2.21	15,733,834	12,718,434	30	70	64	36	84,182,8	621	2,915
TEXTILES	693	11,603	12,331	13,746	327	5,644	1,233	5,832		533	762	1,264	2,536	1,670	2,482	561	1,231	1,255	3,465	91	09	2.26	6,786,165	6,147,962	24	76	75	25	38,336,1	938	981
TOBACCO	68	1,915	1,983	2,268	39	824	459	693		94	33	73	97	97	—	—	—	1,699	22	17	83	3.36	877,198	1,466,2	33	67	75	25	4,294,8	1,141	36
WOMENS GARMENTS	334	17,299	17,647	20,423	227	5,494	3,524	8,312		455	1,190	1,870	4,603	2,154	2,345	1,352	—	2,404	1,403	65	35	2.91	3,917,6	3,917,6	27	73	65	35	40,177,8	226	1,102
WOOD	738	9,719	10,457	11,370	215	5,544	1,450	1,330		1,819	1,962	1,979	1,988	1,296	1,221	598	747	—	2,171	74	26	2.61	4,611,934	4,593,043	93	07	93	07	23,146,1	1,093	1,778
TOTAL	11,924	159,192	169,123	182,028	4,800	106,894	17,034	38,197		9,694	9,719	18,997	30,311	23,853	34,309	17,339	11,736	11,184	33,172	79	21	2.98	79,481,350	67,854,646	31	69	67	33	463,125,647	486	9,232

MANHATTAN

INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	3220	12,565	15,773	16,754	322	8,110	1,084	4,177		139	129	196	249	224	274	160	221	—	221	68	32	1.89	8,945,11	1,335,176	18	82	17	83	40,281,6	2,4	2,7
FOOD	2,445	18,448	20,913	21,280	264	13,167	1,048	5,867		400	962	1,378	2,269	2,746	3,237	1,598	911	1,402	1,332	94	06	4.22	11,614,971	2,822,280	30	70	59	41	61,884,0	538	668
MENS WEAR	2,438	37,748	40,186	41,581	1,064	24,774	935	11,413		2,270	2,079	4,095	7,127	3,651	4,347	930	—	—	5,994	89	01	4.24	4,324,128	1,324,128	28	72	24	76	19,444,2	108	2,249
METAL	6,471	76,994	85,465	96,265	998	52,811	941	6,328		2,250	4,944	6,732	9,265	6,347	5,907	2,903	1,521	1,188	3,243	92	08	7.47	8,782,4	4,350,870	23	93	91	09	119,345,0	477	3,371
MISCELLANEOUS	2,569	31,658	35,149	38,325	754	21,089	2,715	10,599		1,794	3,370	5,863	8,867	4,413	4,843	2,209	764	1,170	6,411	81	19	7.33	11,331,136	7,047,329	06	94	93	07	82,334,6	319	2,041
PRINTING	2,734	29,922	32,656	34,939	1,273	21,477	1,945	7,807		2,363	4,659	6,176	11,695	7,012	7,207	2,695	1,823	1,794	3,228	93	07	7.23	19,318,414	4,224,228	04	96	97	03	146,933,7	526	2,498
SERVICE	3,868	36,005	39,873	39,960	1,363	22,179	1,164	9,227		6,031	3,192	3,324	4,599	2,537	2,154	1,254	1,241	1,143	3,624	74	26	4.76	14,852,411	1,248	04	96	94	06	95,094	1,515	4,703
TEXTILES	1,761	22,337	23,498	24,258	588	10,791	1,466	11,231		1,677	3,167	4,488	6,31	3,193	3,594	1,553	—	—	7,118	77	23	7.18	13,500,000	4,247,247	09	91	93	07	69,564,3	618	1,185
TOBACCO	135	3,276	3,461	4,113	15	1,651	181	1,614		196	281	349	446	603	377	1,278	—	—	188	93	07	5.54	944,000	174,701	05	95	18	82	1,313,93	266	137
WOMENS GARMENTS	1,249	14,993	15,242	16,437	803	6,637	2,907	4,895		1,540	1,953	2,731	4,753	2,154	1,345	532	177	—	1,131	79	21	4.16	4,237,646	1,734,434	12	88	14	86	32,467,0	234	1,180
WOOD	1,397	15,120	16,521	17,243	269	13,118	4,7	2,124		1,818	2,281	2,913	3,134	2,401	1,237	1,211	—	—	1,132	1,135	78	4.16	11,[illegible]	2,722,124	12	88	14	86	43,343,0	672	1,161
TOTAL	43,919	391,211	441,136	514,973	8,637	290,805	25,520	105,248		28,933	29,997	41,309	116,51	49,039	46,991	20,836	13,074	15,522	25,144	83	17	4.76	199,218,235	39,388,274	17	96	92	08	1,102,272,64	456	36,539

QUEENS

INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	272	3,433	3,727	4,761	89	2,263	428	761		122	135	348	924	581	1,088	770	—	—	58	41	59	2.44	2,893,746	2,241,346	34	66	28	72	10,256,4	758	181
FOOD	1,168	6,493	7,613	8,452	205	4,520	1,081	1,807		122	184	302	982	815	1,382	1,471	3,059	—	1,961	96	04	2.45	2,262,[illegible]	3,[illegible]	34	66	38	62	3,[illegible]	694	422
MENS WEAR	9	1,035	1,044	1,435	8	542	138	346		11	21	163	181	124	93	—	—	—	33	100	—	2.33	1,[illegible]	[illegible]	17	83	33	67	[illegible]	87	21
METAL	1,756	14,230	16,086	17,440	330	9,678	1,204	3,201		343	499	901	2,181	1,206	1,452	1,458	2,042	—	1,181	98	02	2.77	6,[illegible]	4,[illegible]	23	77	15	85	42,[illegible]	292	1,149
MISCELLANEOUS	1,167	11,310	12,477	14,917	174	8,[illegible]	1,[illegible]	4,[illegible]		1,[illegible]	1,[illegible]	2,[illegible]	3,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	3,201	—	1,[illegible]	77	23	2.[illegible]	8,[illegible]	2,[illegible]	24	76	17	83	29,[illegible]	510	1,[illegible]
PRINTING	461	2,832	3,293	3,771	51	2,508	240	[illegible]		92	111	137	349	481	2,[illegible]	—	—	—	58	96	04	2.[illegible]	1,[illegible]	[illegible]	15	85	19	81	[illegible]	[illegible]	91
SERVICE	1,455	10,443	11,708	13,905	70	8,147	619	2,117		1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	3,[illegible]	92	08	1.[illegible]	1,[illegible]	4,[illegible]	21	79	21	79	2,[illegible]	1,[illegible]	1,[illegible]
TEXTILES	336	4,791	5,127	5,497	201	2,[illegible]	7[illegible]	1,[illegible]		1,[illegible]	2,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	1,[illegible]	947	[illegible]	—	1,[illegible]	91	09	2.[illegible]	3,[illegible]	[illegible]	11	89	14	86	[illegible]	[illegible]	[illegible]
TOBACCO	10	743	753	1,[illegible]	—	[illegible]	2[illegible]	3[illegible]		2[illegible]	—	—	—	—	[illegible]	—	—	—	3	100	—	2.[illegible]	[illegible]	[illegible]	33	67	100	—	[illegible]	[illegible]	[illegible]
WOMENS GARMENTS	52	3,040	3,092	3,582	140	[illegible]	661	1,[illegible]		[illegible]	1,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	[illegible]	96	04	2.[illegible]	[illegible]	[illegible]	23	77	23	77	[illegible]	[illegible]	[illegible]
WOOD	621	6,351	6,972	7,649	116	6,[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	89	11	1.[illegible]	[illegible]	[illegible]	42	58	28	72	[illegible]	[illegible]	[illegible]
TOTAL	7,224	64,737	71,961	[illegible]	12,[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

RICHMOND (STATEN ISLAND)

INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	94	503	597	590	—	491	2	94		—	5	37	25	322	150	—	—	—	16	100	—	2.34	414,524	1,[illegible]	9	91	—	100	[illegible]	[illegible]	11
FOOD	12	206	218	235	5	195	—	18		13	37	10	41	—	101	—	—	—	14	100	—	2.00	62,[illegible]	2[illegible]	14	86	64	36	[illegible]	[illegible]	[illegible]
MENS WEAR	1	163	164	171	14	34	38	10		4	14	—	149	—	—	—	—	—	1	100	—	1.[illegible]	13,[illegible]	1,152	11	89	71	29	[illegible]	[illegible]	[illegible]
METAL	12	436	448	463	7	412	7	23		29	32	64	233	127	—	—	—	—	44	100	00	1.[illegible]	6[illegible]	[illegible]	29	71	11	89	[illegible]	[illegible]	[illegible]
MISCELLANEOUS	74	1,091	1,165	1,232	7	991	45	124		23	13	23	123	215	714	—	—	—	29	100	00	1.[illegible]	2[illegible]	[illegible]	24	76	14	86	[illegible]	[illegible]	[illegible]
PRINTING	18	93	111	142	—	79	—	32		12	13	23	46	—	—	—	—	—	14	100	—	1.[illegible]	1[illegible]	[illegible]	14	86	14	86	[illegible]	[illegible]	[illegible]
SERVICE	118	2,537	2,655	2,704	16	2,321	44	274		129	123	132	263	264	346	351	921	—	193	90	10	1.69	721,[illegible]	1,[illegible]	21	79	21	79	[illegible]	[illegible]	[illegible]
TEXTILES	7	290	297	304	—	233	17	47		16	—	41	23	—	177	—	—	—	13	12	17	2.31	1[illegible]	[illegible]	75	25	38	62	[illegible]	[illegible]	[illegible]
TOBACCO	1	9	10	20	—	5	—	5		—	—	—	1	—	—	—	—	—	1	100	—	4.00	100	100	—	100	—	100	22,[illegible]	[illegible]	[illegible]
WOMENS GARMENTS	9	403	412	432	34	134	179	71		4	23	113	262	141	—	—	—	—	23	96	04	2.39	70,[illegible]	4[illegible]	22	78	39	61	[illegible]	[illegible]	[illegible]
WOOD	39	121	160	163	—	141	—	19		2[illegible]	10	58	65	—	—	—	—	—	33	91	09	1.[illegible]	3[illegible]	[illegible]	94	06	94	06	[illegible]	[illegible]	[illegible]
TOTAL	433	5,856	6,289	6,548	98	4,[illegible]	349	748		264	273	497	1,[illegible]	1,244	1,[illegible]	351	921	—	315	91	09	1.[illegible]	3,[illegible]	7,[illegible]	65	35	26	74	[illegible]	[illegible]	[illegible]

TOTAL NEW YORK CITY, ALL BOROUGHS

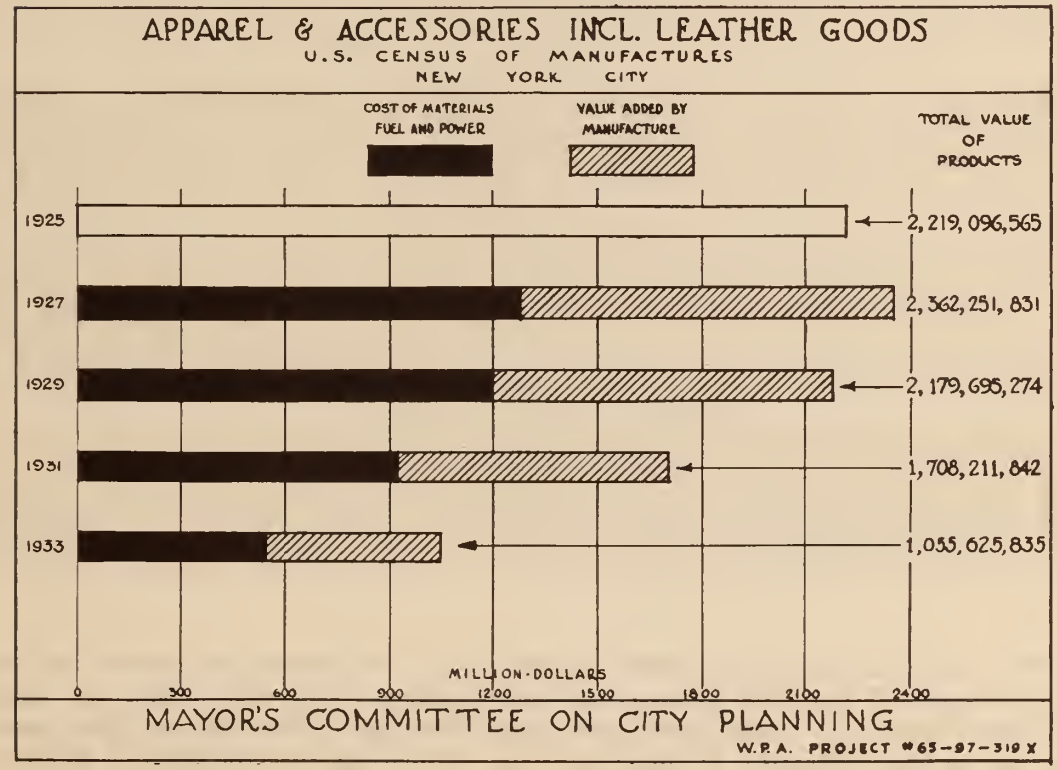
INDUSTRY	NUMBER OF SALARIED EMPLOYEES & OFFICERS	NUMBER OF WAGE WORKERS	EMPLOYEE ANALYSIS: TOTAL	LARGEST NUMBER IN YEAR	MALES 14-18	MALES 18+	FEMALES 14-18	FEMALES 18+	CHILDREN UNDER 14 YRS	FREQUENCY GROUPS (LABOR) NUMBER OF EMPLOYES IN ESTABLISHMENTS EMPLOYING: 1-4	5-9	10-19	20-49	50-99	100 TO 249	250 TO 499	500 TO 999	1000+	NUMBER OF PROPRIETORS AT WORK	% POWER	% HAND	AVERAGE NUMBER OF STORIES PER BLDG	TOTAL FLOOR AREA SQUARE FEET OCCUPIED	TOTAL LAND AREA SQUARE FEET OCCUPIED	BUILDING: % OWNED	% RENTED	OCCUPANCY BY ESTABLISHMENTS: % PARTIAL	% TOTAL	MAN HOURS WORKED PER YEAR OMITTED	AVERAGE SQUARE FEET FLOOR SPACE PER WORKER	NUMBER OF ESTABLISHMENTS
CHEMICAL	5,452	26,284	29,950	34,273	684	18,166	2,534	7,361		1,046	2,238	3,574	4,454	2,710	4,591	—	—	—	1,374	74	26	3.24	19,[illegible]	9,[illegible]	25	75	47	53	[illegible]	[illegible]	[illegible]
FOOD	5,592	41,351	49,944	53,749	746	34,352	4,412	10,493		1,336	2,003	3,274	5,[illegible]	7,[illegible]	10,[illegible]	5,[illegible]	3,[illegible]	3,[illegible]	6,[illegible]	94	06	3.46	34,[illegible]	19,[illegible]	37	63	49	51	[illegible]	[illegible]	[illegible]
MENS WEAR	2,702	53,468	56,823	59,829	1,242	33,276	3,110	16,640		2,636	4,917	7,[illegible]	14,[illegible]	8,[illegible]	9,[illegible]	2,[illegible]	[illegible]	[illegible]	7,[illegible]	88	02	3.[illegible]	7,[illegible]	3,[illegible]	27	73	17	83	[illegible]	[illegible]	[illegible]
METAL	14,248	130,240	137,643	155,848	1,956	80,719	3,240	11,728		5,924	9,292	13,[illegible]	19,[illegible]	14,[illegible]	16,[illegible]	8,[illegible]	6,[illegible]	3,[illegible]	10,[illegible]	92	08	4.[illegible]	31,[illegible]	16,[illegible]	24	76	39	61	[illegible]	[illegible]	[illegible]
MISCELLANEOUS	7,844	94,972	71,924	[illegible]	1,396	[illegible]	[illegible]	[illegible]		2,961	5,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	81	19	3.[illegible]	[illegible]	[illegible]	21	79	23	77	[illegible]	[illegible]	[illegible]
PRINTING	9,257	84,149	95,379	99,811	1,523	61,159	2,780	12,918		3,916	9,264	14,[illegible]	29,[illegible]	19,[illegible]	22,[illegible]	8,[illegible]	5,[illegible]	4,[illegible]	14,[illegible]	94	06	3.[illegible]	29,[illegible]	14,[illegible]	23	77	30	70	[illegible]	[illegible]	[illegible]
SERVICE	7,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
TEXTILES	2,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
TOBACCO	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WOMENS GARMENTS	9,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WOOD	9,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
GRAND TOTAL	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]		[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

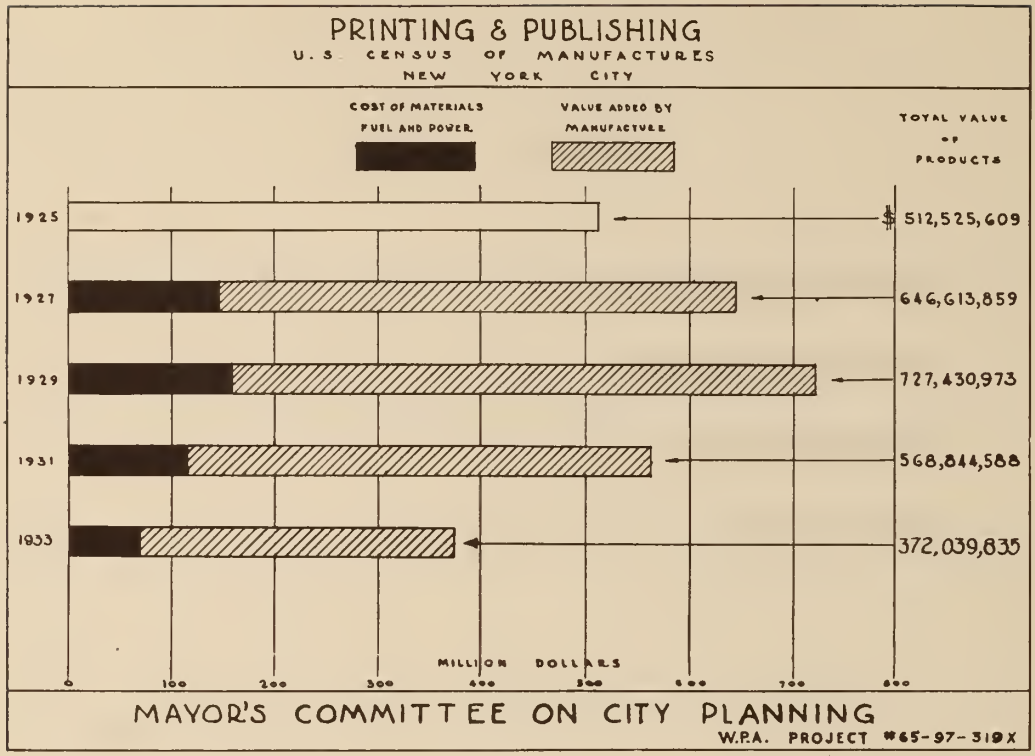
The 1929 factory data, here summarized, indicate the number of employees in plants of various sizes; the percentage of power used in manufacture; the floor and land area occupied; the man-hours worked per year; the number of establishments in each of the city's major industrial groups.

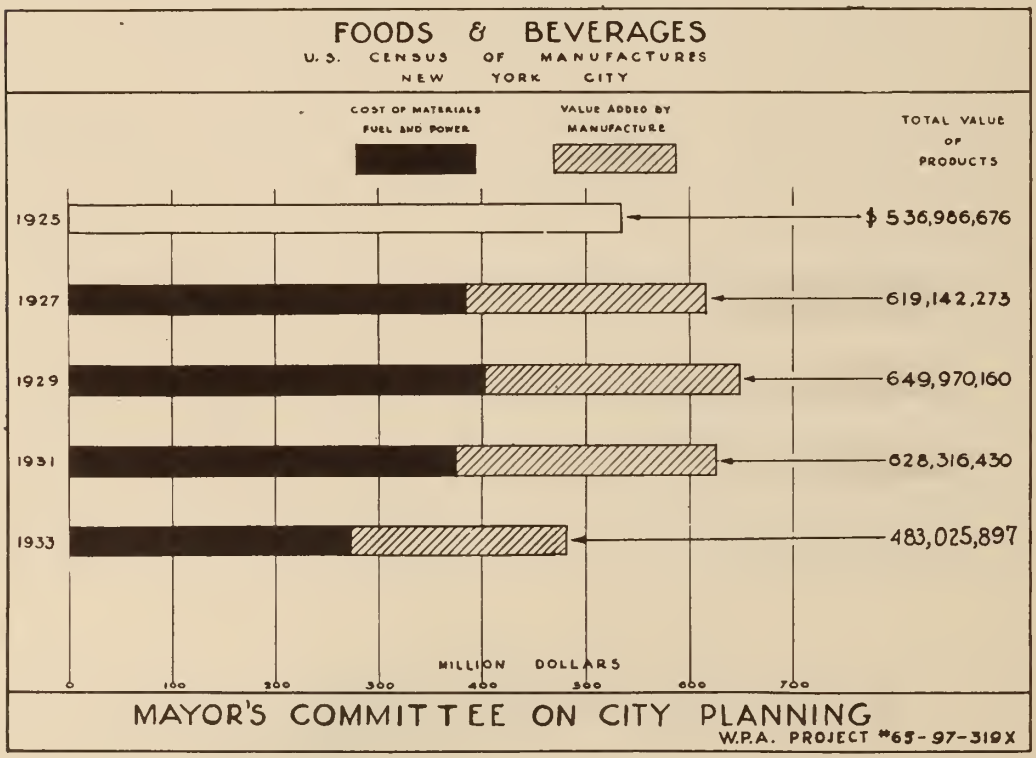
As indicated on page 80, the factory records are sufficient to determine broad geographical trends of industrial groups. With the aid of these statistics the staff has also determined the approximate land area and floor space occupied, and has estimated man-hours required in manufacturing by each concern.

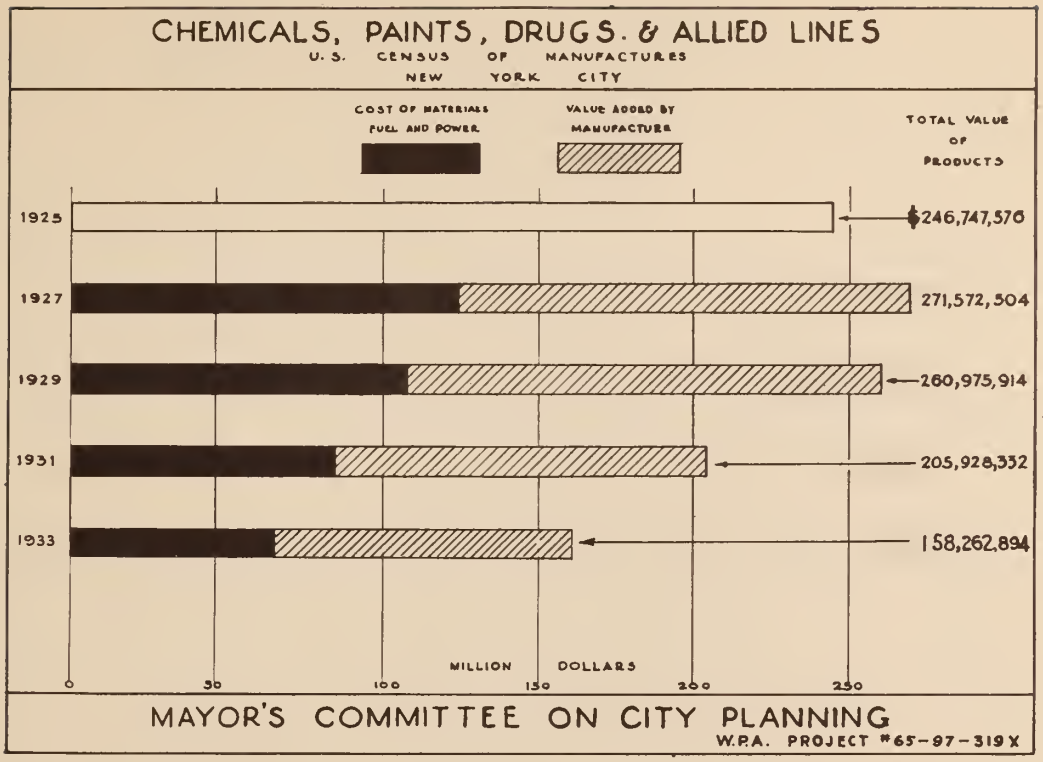
However, the factory data do not give the value of products, nor the value added by manufacture. Such information can be obtained through the U.S. Census of Manufactures, but only for the major groups adopted by the Department of Commerce in its industrial classification. It was believed that a more valuable and comprehensive study would result from a thorough use of data available from the U.S. Census Bureau.

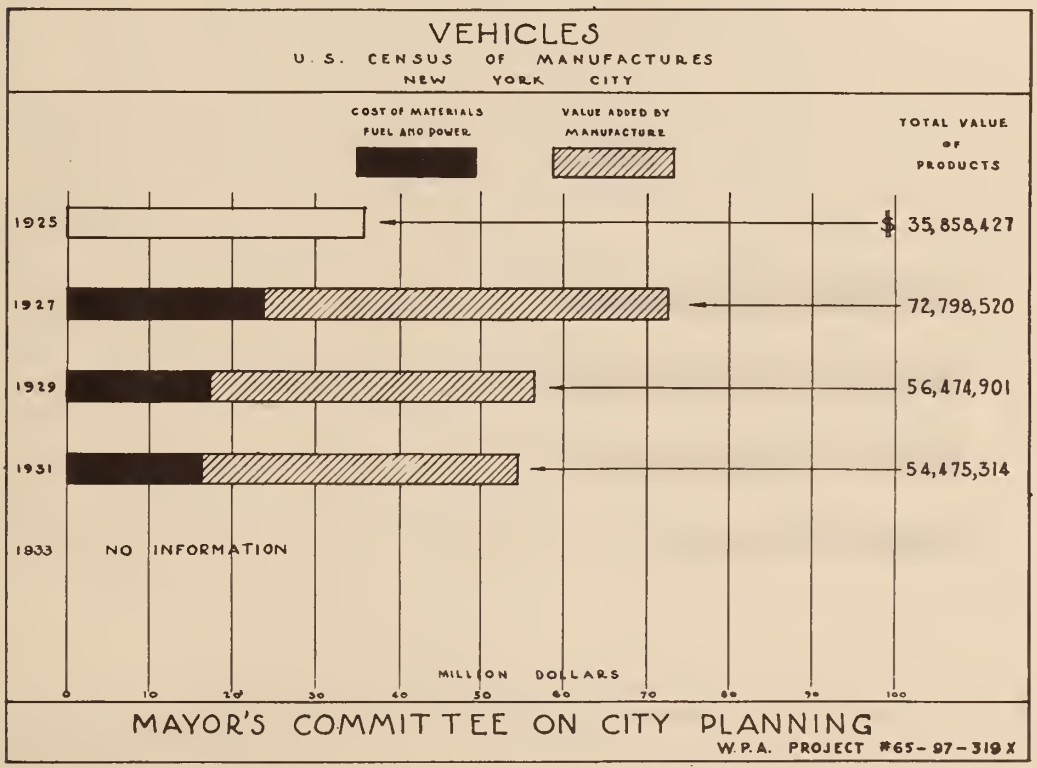
To obtain this desirable correlation it is necessary to regroup the State Labor Department statistical data under the Census Bureau classifications. The chart below resulted from an analysis of the Census of Manufactures reports on establishments in the Apparel, Accessories and Leather Goods group. As may be seen, a broad view of trends is obtained: the varying number of establishments for 1925 to 1933; the total number of wage earners by years; the number of wage (continued on page 86)




PRINTING & PUBLISHING
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 512,525,609
646,613,859
727,430,973
568,844,588
372,039,835
MILLION DOLLARS
0
100
200
300
400
500
600
700
800
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319X


FOODS & BEVERAGES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 536,986,676
619,142,273
649,970,160
628,316,430
483,025,897
MILLION DOLLARS
0
100
200
300
400
500
600
700
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319X

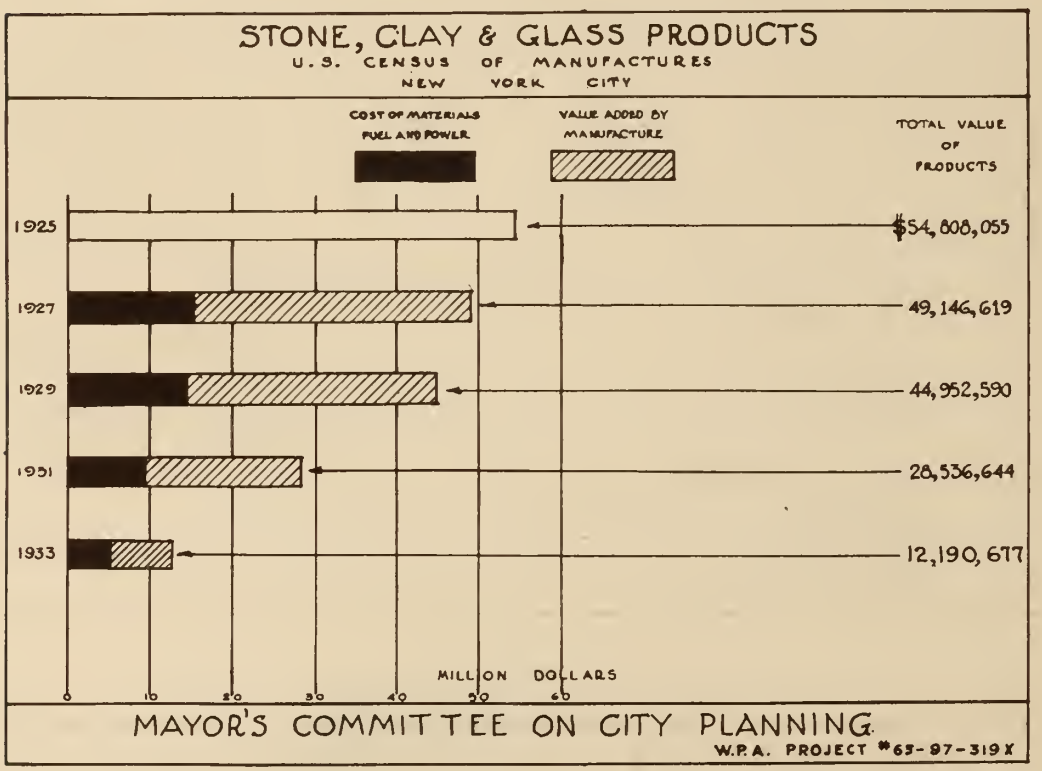

CHEMICALS, PAINTS, DRUGS. & ALLIED LINES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
$246,747,576
1927
271,572,504
1929
260,975,914
1931
205,928,332
1933
158,262,894
MILLION DOLLARS
0
50
100
150
200
250
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X

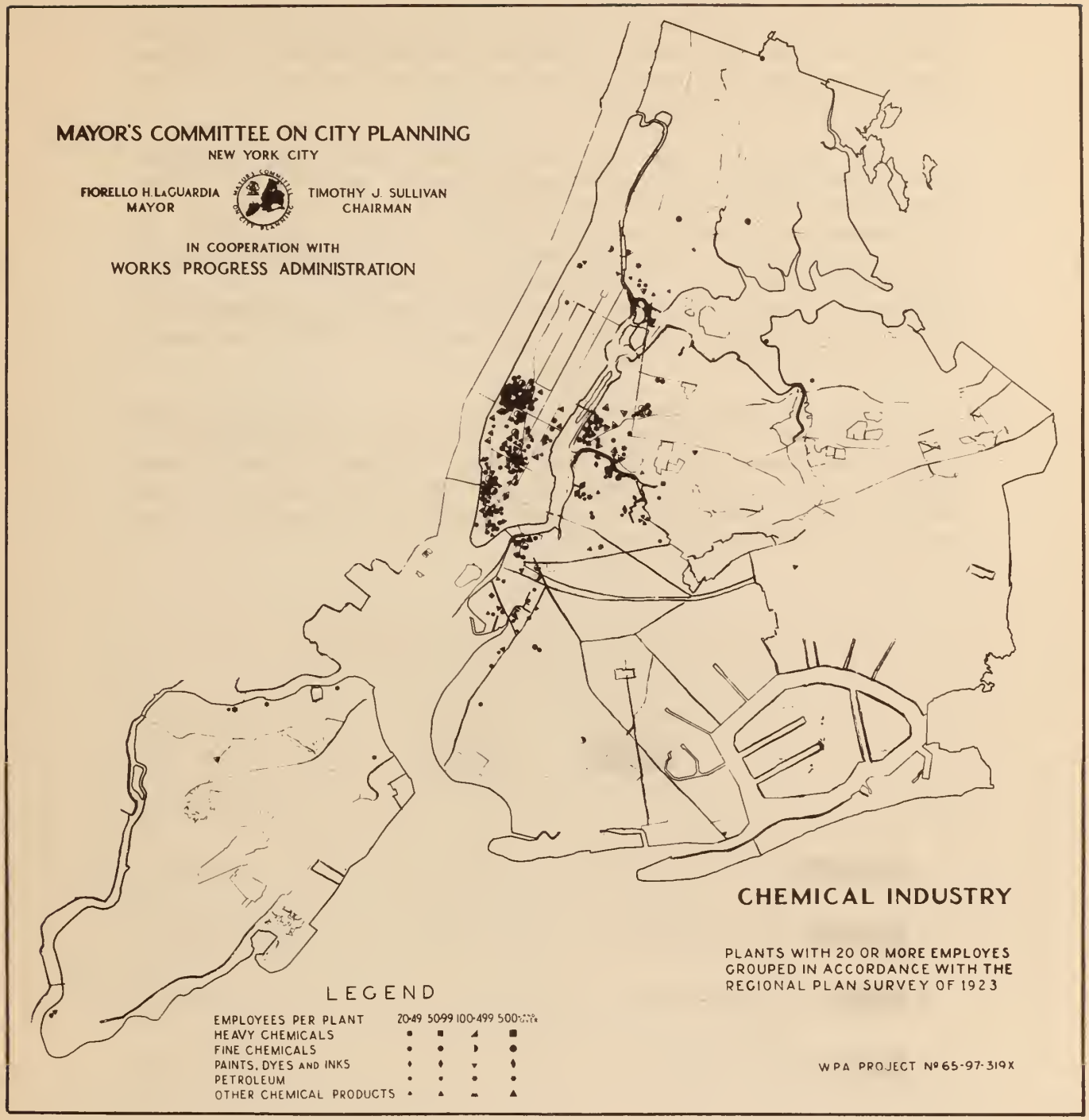

VEHICLES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
$ 35,858,427
1927
72,798,520
1929
56,474,901
1931
54,475,314
1933
NO INFORMATION
MILLION DOLLARS
0
10
20
30
40
50
60
70
80
90
100
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X

earners per establishment for each census year; the wages per wage earner and the value of product per wage earner. Similar charts covering the other industrial groups located in the city are reproduced in this report.

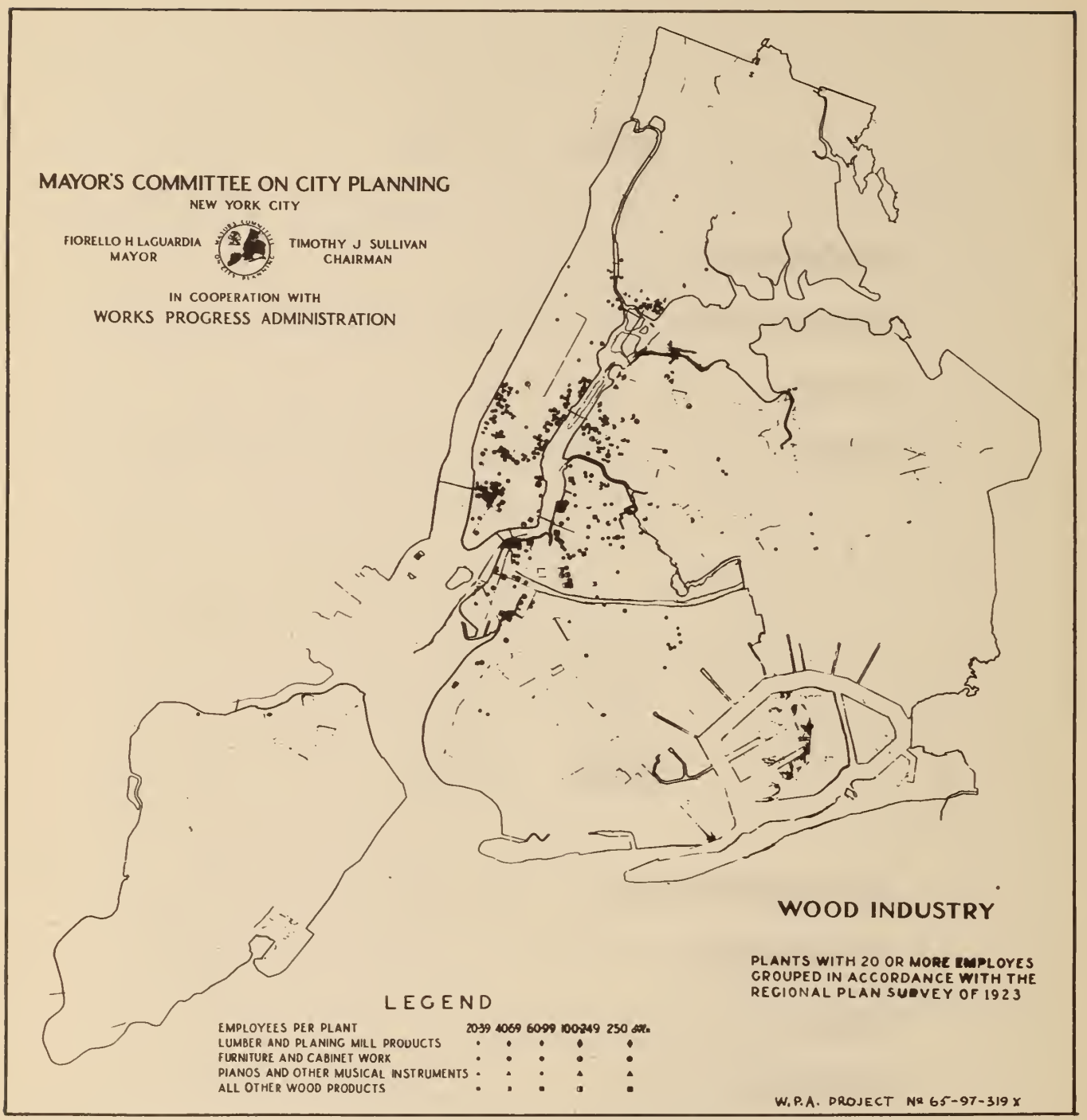
Due largely to the depression, many industrial concerns have been forced to abandon manufacturing activities. With exceptions in four groups the charts show a general decline in the number of establishments from 1929 to 1933. The chart of total annual value of manufactures on page 93 is a vivid indication of the effect of "hard times" on industry, and it is of interest to note that while the average number of workers per plant has increased, average wages per worker have decreased along with the value of products.

While in some cases, individual firms have transferred their activities to other locations, preliminary comparisons indicate that New York City is at least holding its own in relation to other industrial centers of the United States. The staff is not yet able to present detailed information on the movement of industrial groups.

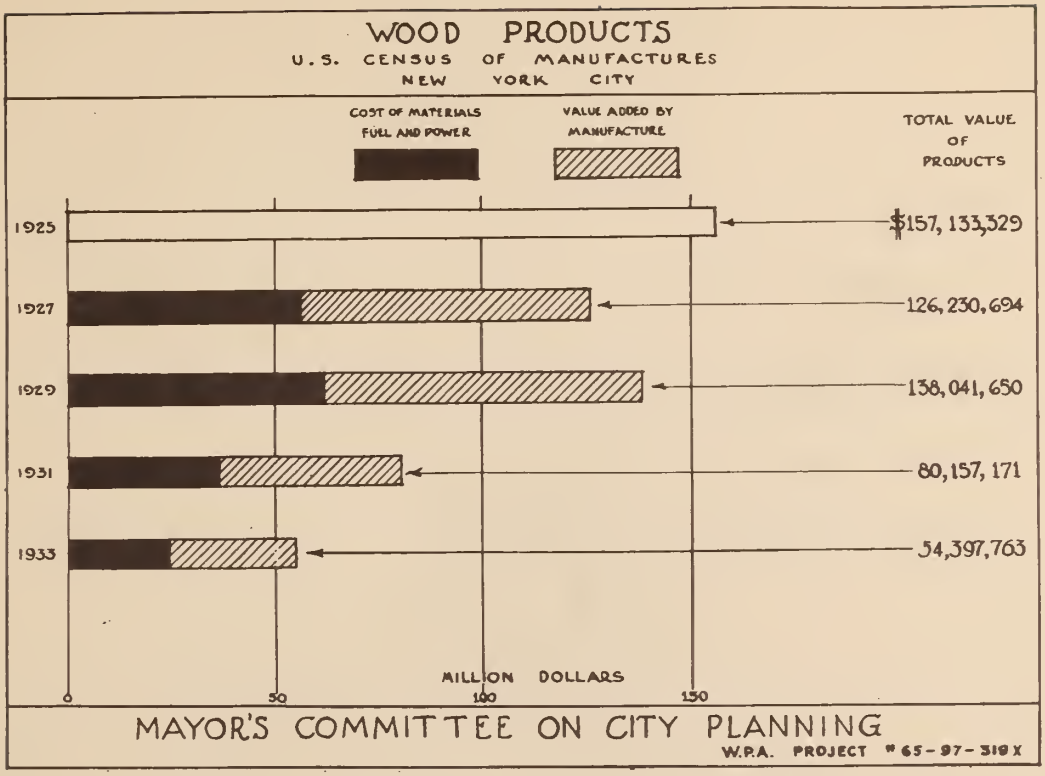


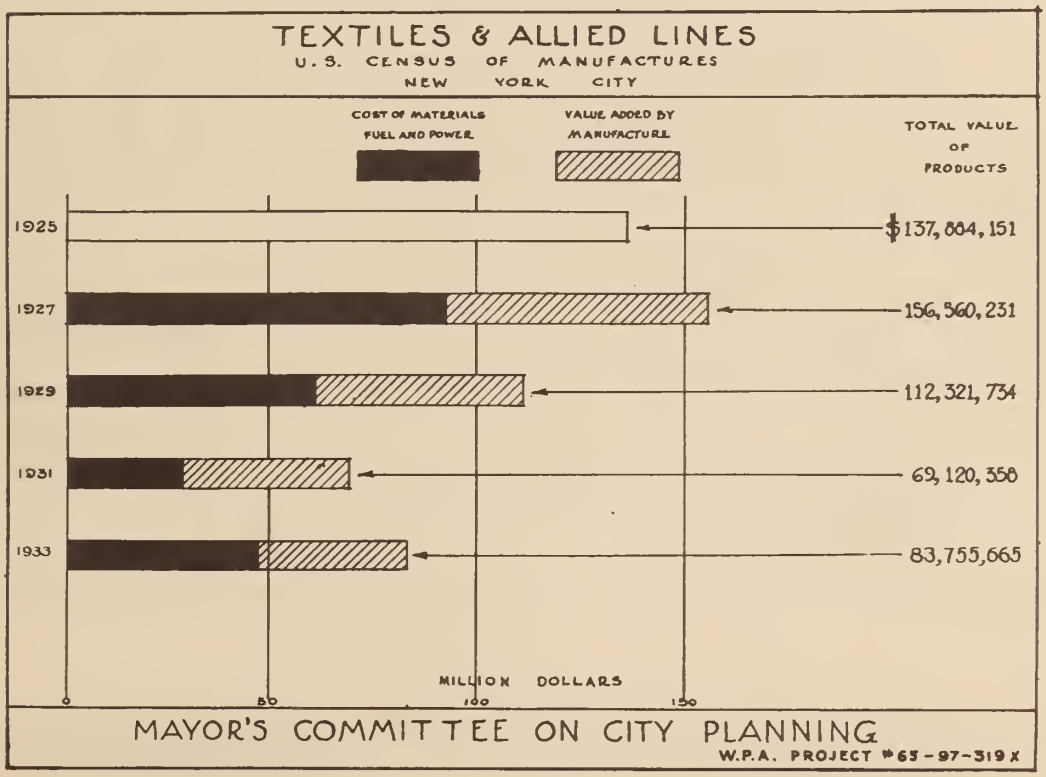


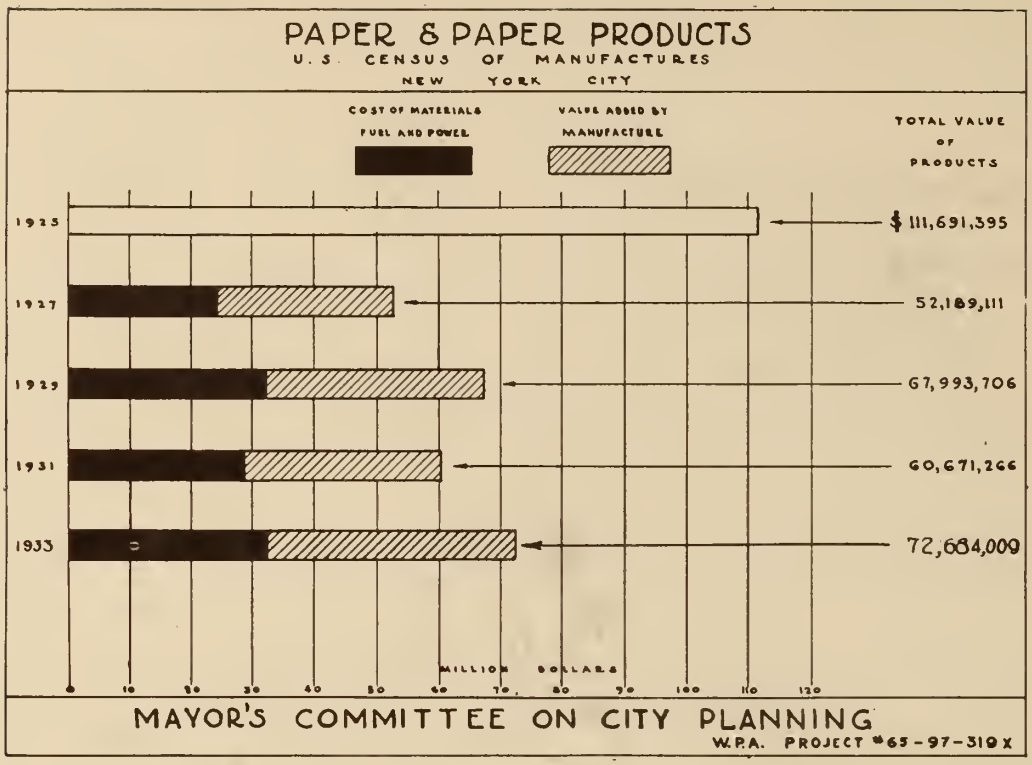
The above map shows the 1929 location and size of concerns manufacturing chemicals in New York City.

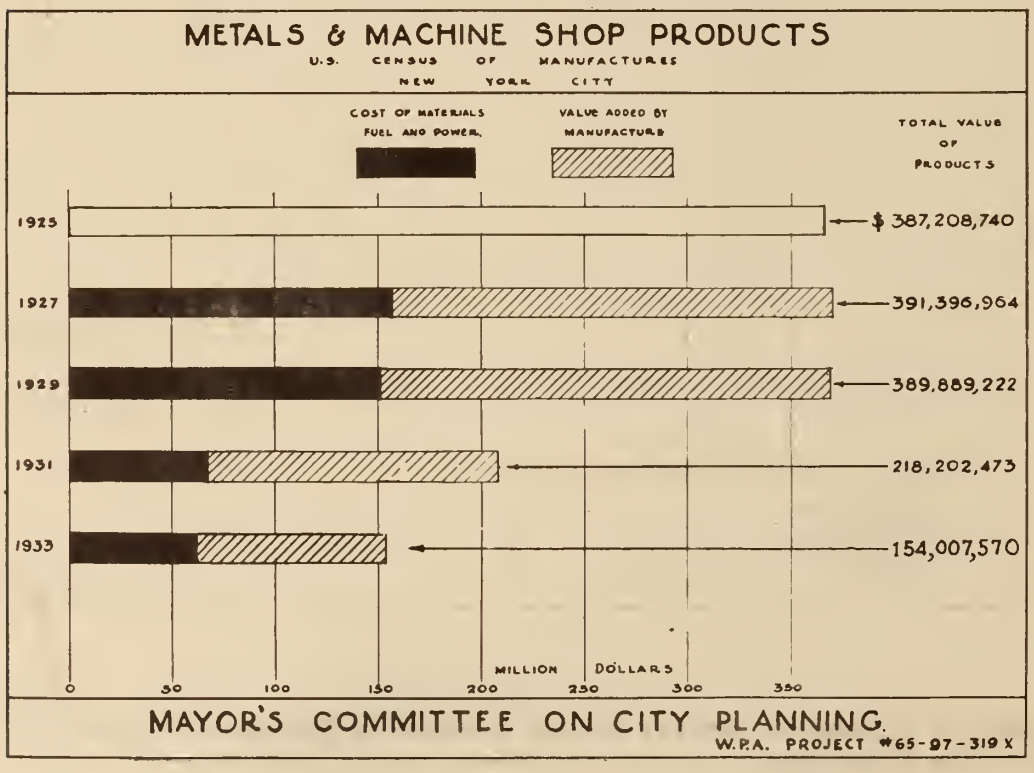


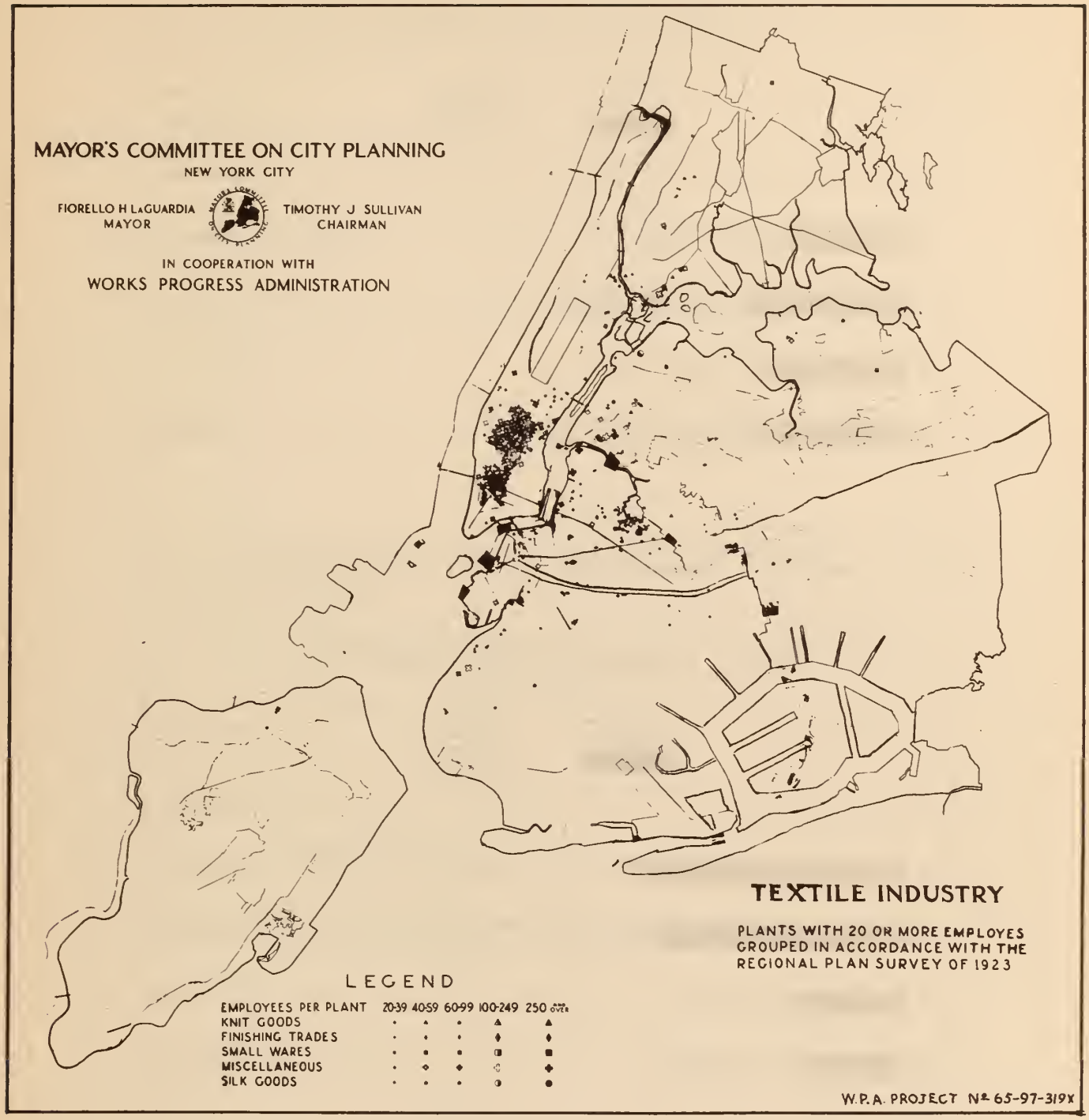
Based upon information from the State Labor Department the establishments engaged in manufacturing wood products in 1929 are shown above.


WOOD PRODUCTS
U.S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$157,133,329
126,230,694
138,041,650
80,157,171
54,397,763
0
50
100
150
MILLION DOLLARS
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X

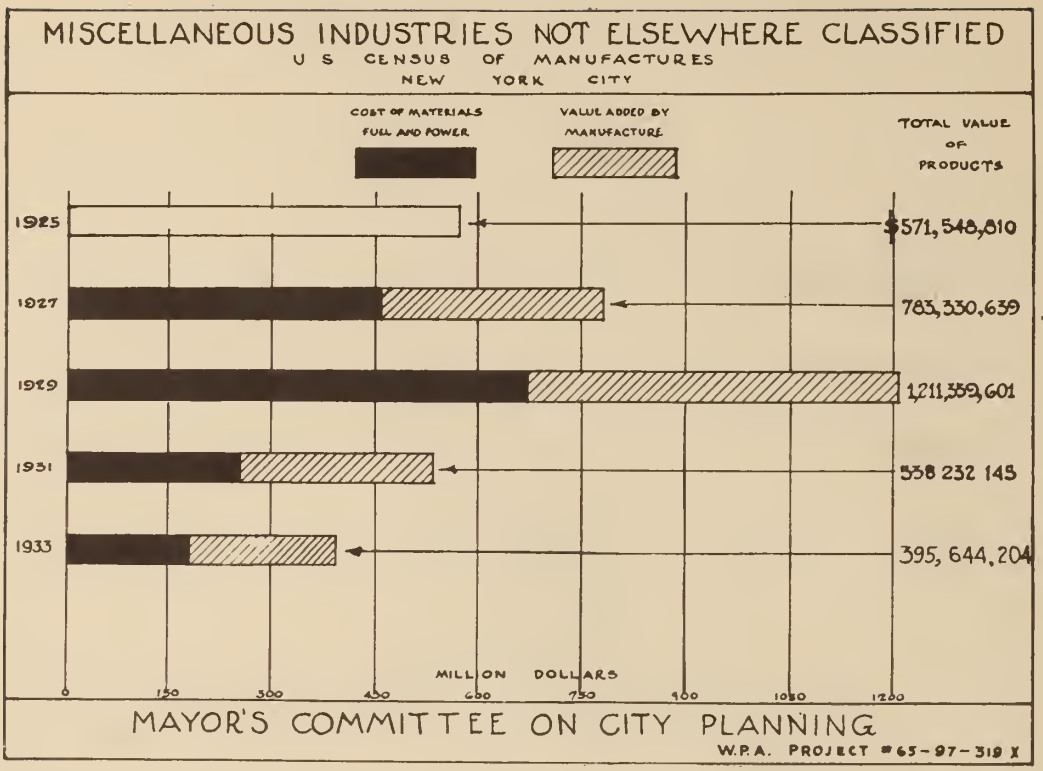

TEXTILES & ALLIED LINES
U.S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$137,864,151
156,360,231
112,321,734
69,120,358
83,755,665
0
50
100
150
MILLION DOLLARS
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X

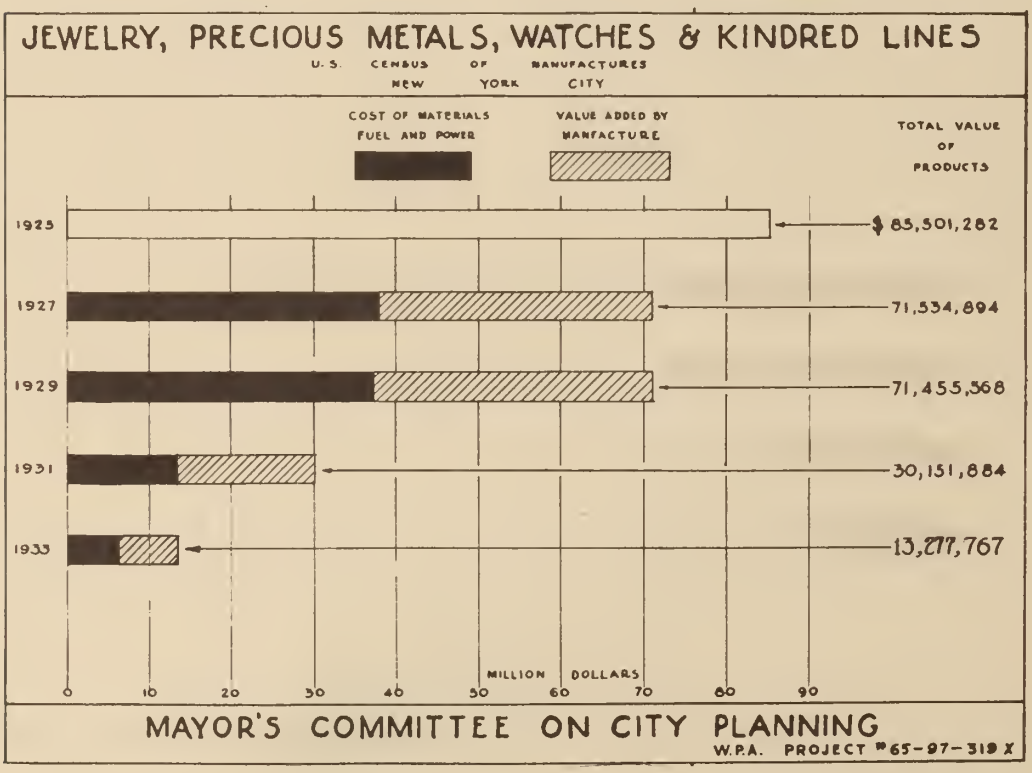

PAPER & PAPER PRODUCTS
U.S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 111,691,395
52,189,111
67,993,706
60,671,266
72,684,009
MILLION DOLLARS
0
10
20
30
40
50
60
70
80
90
100
110
120
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X

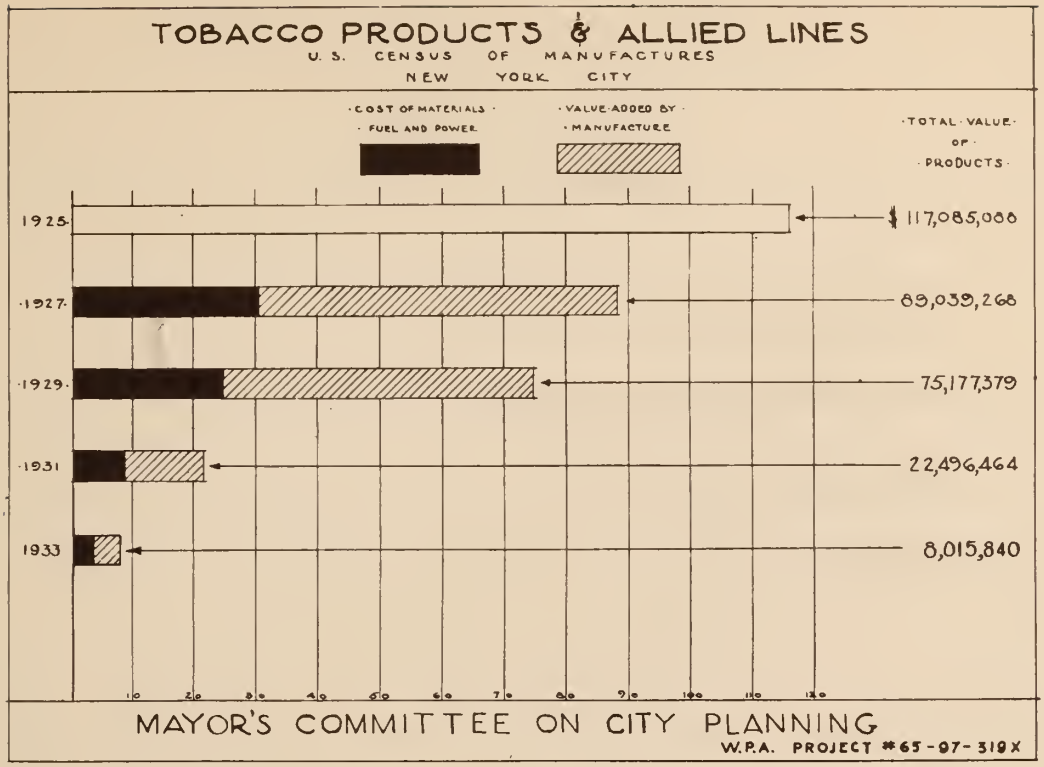

METALS & MACHINE SHOP PRODUCTS
U.S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 387,208,740
391,396,964
389,889,222
218,202,473
154,007,570
MILLION DOLLARS
0
50
100
150
200
250
300
350
MAYOR'S COMMITTEE ON CITY PLANNING.
W.P.A. PROJECT #65-97-319 X

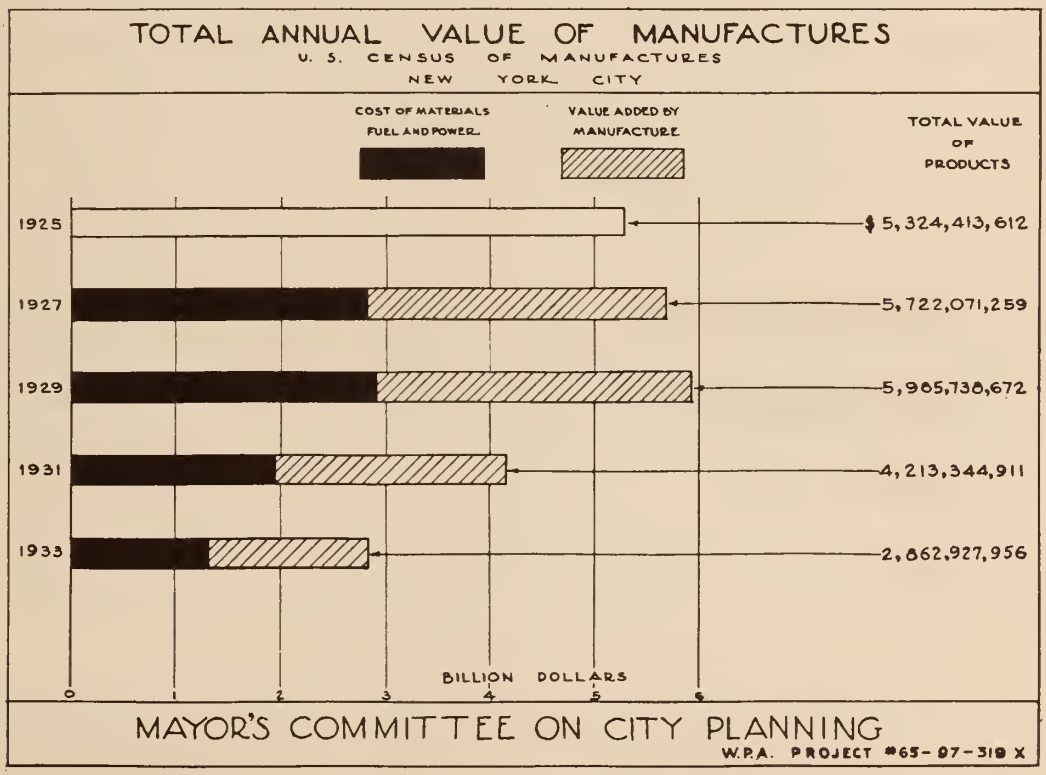


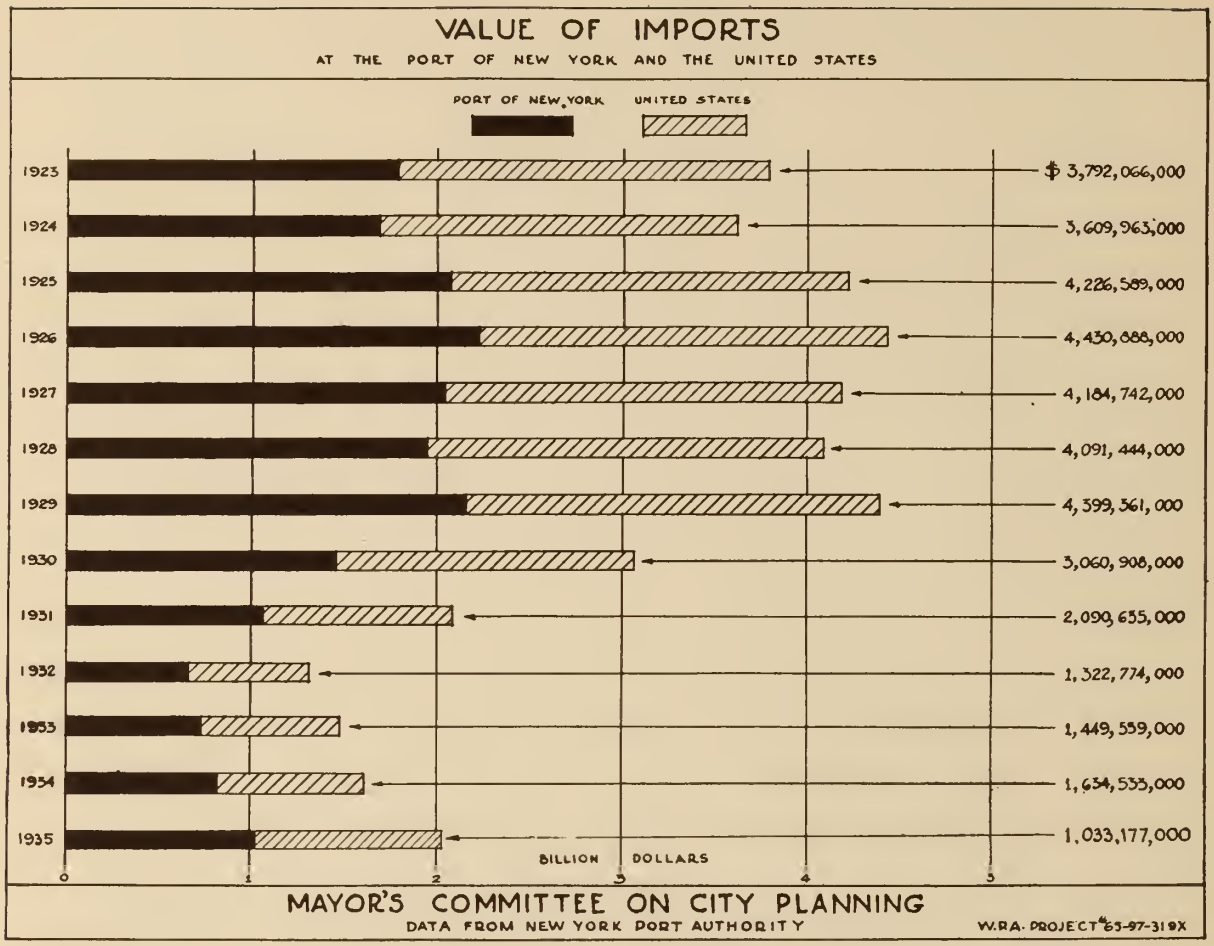
Textile plants of several sizes, located in New York City in 1929 are shown on the above map.


MISCELLANEOUS INDUSTRIES NOT ELSEWHERE CLASSIFIED
U S CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$571,548,810
783,330,639
1,211,359,601
538 232 145
395, 644, 204
MILLION DOLLARS
0
150
300
450
600
750
900
1050
1200
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X


JEWELRY, PRECIOUS METALS, WATCHES & KINDRED LINES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 85,501,282
71,534,894
71,455,368
30,151,884
13,277,767
MILLION DOLLARS
0
10
20
30
40
50
60
70
80
90
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319 X


TOBACCO PRODUCTS & ALLIED LINES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 117,085,000
89,039,268
75,177,379
22,496,464
8,015,840
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319X

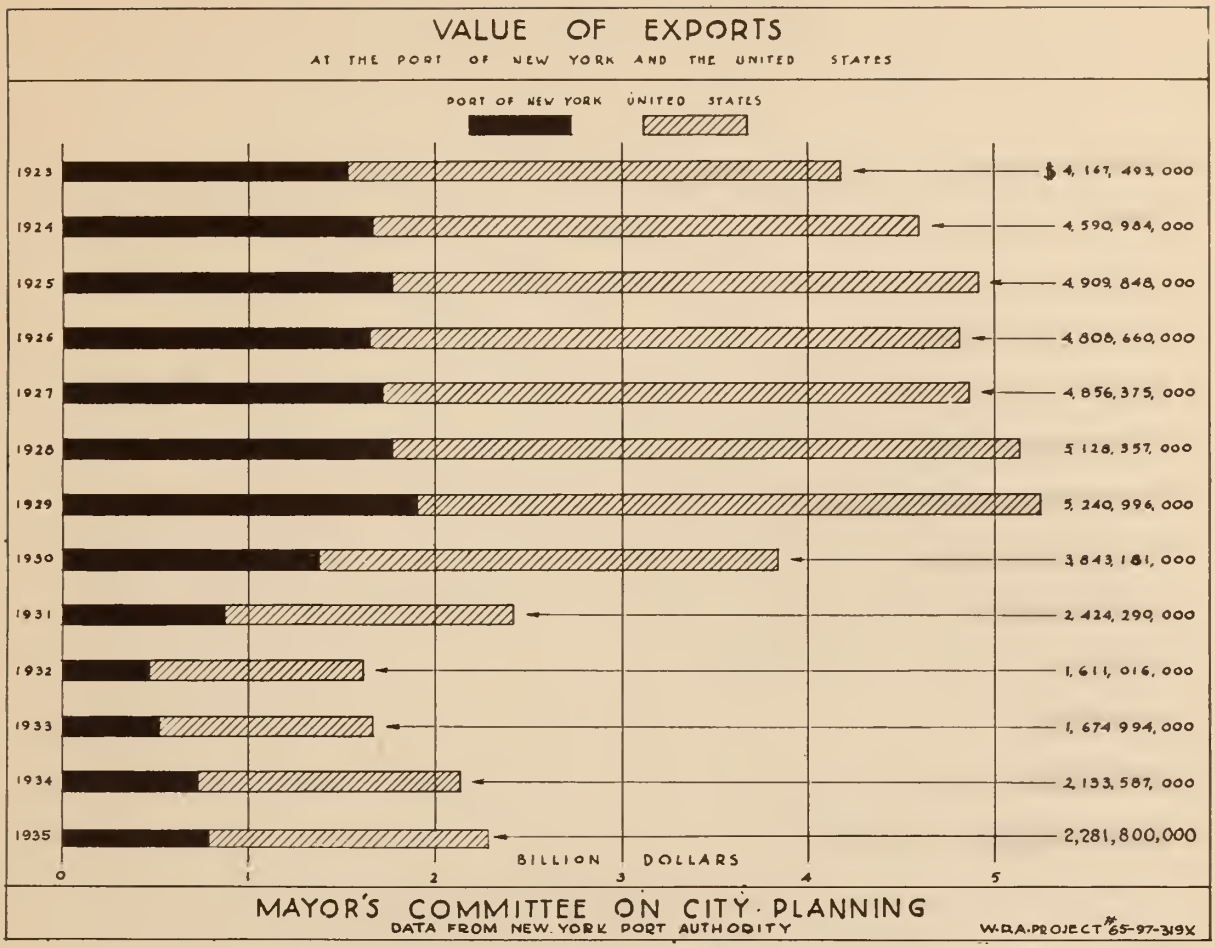

TOTAL ANNUAL VALUE OF MANUFACTURES
U. S. CENSUS OF MANUFACTURES
NEW YORK CITY
COST OF MATERIALS FUEL AND POWER
VALUE ADDED BY MANUFACTURE
TOTAL VALUE OF PRODUCTS
1925
1927
1929
1931
1933
$ 5,324,413,612
5,722,071,259
5,965,738,672
4,213,344,911
2,862,927,956
BILLION DOLLARS
0
1
2
3
4
5
6
MAYOR'S COMMITTEE ON CITY PLANNING
W.P.A. PROJECT #65-97-319X



The scope of studies on geographic trends of industry, and statistical analyses to determine relative activity and value of manufacturing in the city, has been mentioned. The fundamental importance of the port to the city, and the significance of the port of New York, as a point of distribution, must not be overlooked.

The value of imports, 1923 through 1935, for the port of New York and the United States is shown above. The entire length of bar indicates value of all imports, and the black portion gives the value for the port of New York.

It will be seen that in prosperous as well as depression years New York has held a fairly steady proportion of this trade. Since 1923 its imports have averaged nearly 50 percent of the total value of U.S. imports.

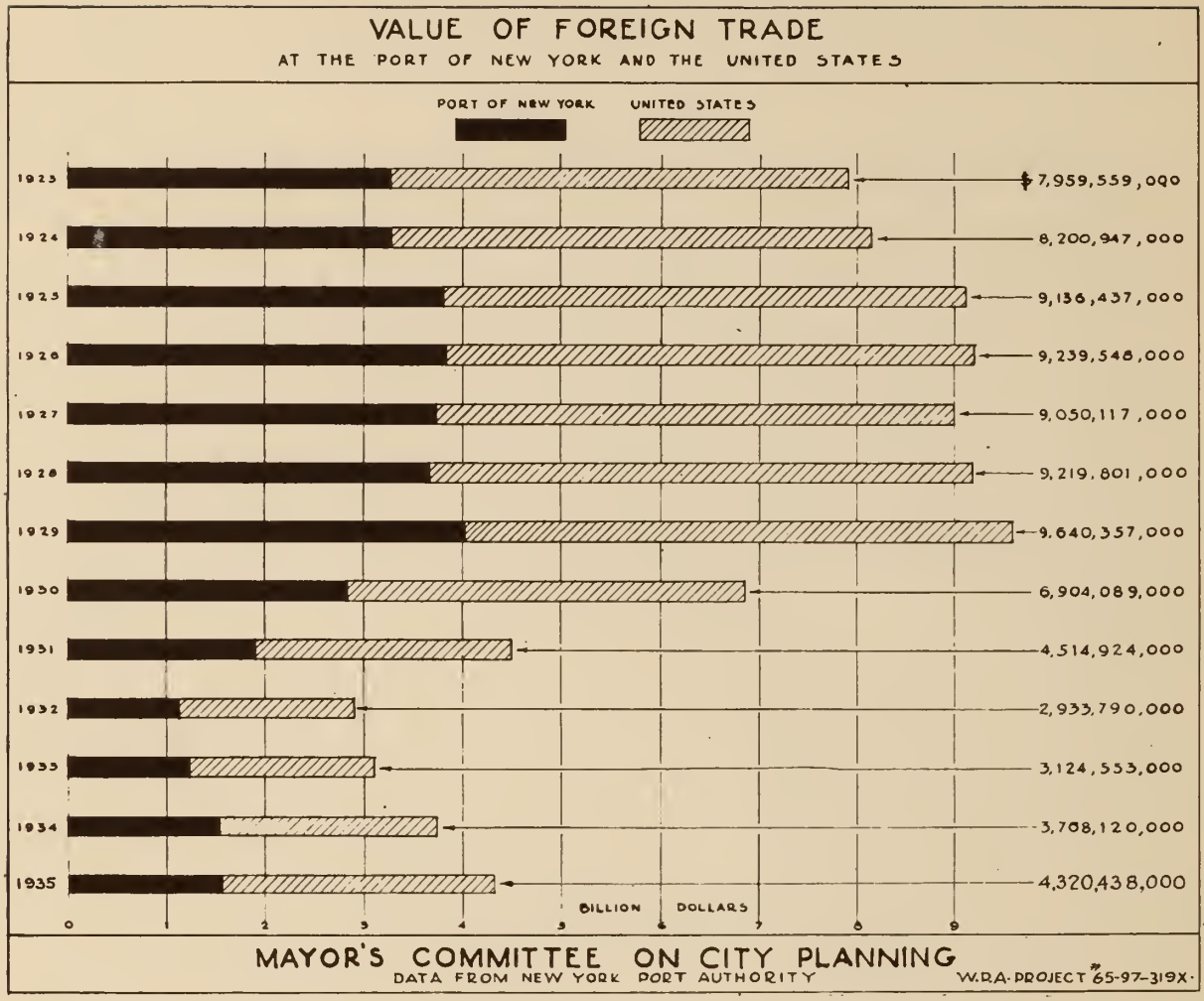


In export trade the port does not handle as high a value of business, in proportion to the national value, as in imports.

The chart above indicates that New York has maintained its share of the value of total exports at about 36 percent since 1923. In 1935 the value of exports at the port of New York was 780 million dollars, or 34.2 percent of the U.S. total.

The value of foreign trade is shown in the chart on page 96, and as most people know, the port of New York leads all other ports of the United States by a wide margin of dollar value.

In 1923 the value of foreign trade for the United States was more than 7,959 billion dollars; New York handled 40.8 percent, and in 1935 its share was 37.6 percent.



Elsewhere in this report it has been made clear that as yet the staff has not reached detailed conclusions. Preliminary results, now made available, serve to indicate the scope and progress of these studies, and the extent of future studies.

The survey of business and industry is also in its preliminary stages. Many of the facts have been assembled; more must be consulted before the city's problems are sufficiently defined to permit solution.

The position and advantages of New York as a port, a center of trade, commerce and industry, are generally recognized. The recommendations resulting from this study will be aimed at increasing the efficiency of the city for the types of economic activity best suited to its facilities.

COMMUNITY PLANNING

STUDIES

PROGRESS REPORT

SURVEY OF LOCAL COMMUNITIES

There is growing agreement that large cities are in reality made up of numerous smaller communities, and that these local neighborhoods are the logical units for detailed planning purposes and for the action needed to make the resulting programs effective. Following general authorization by the Mayor's Committee on City Planning to engage in a series of community studies, the staff proceeded to outline and execute a program calculated to put these theories to the test.

The question early arose as to what constitutes a neighborhood. Definitions and standards were forthcoming from many groups and individuals already engaged in community work of one sort or another. But none of the definitions, or their application to the areas of New York City, coincided.

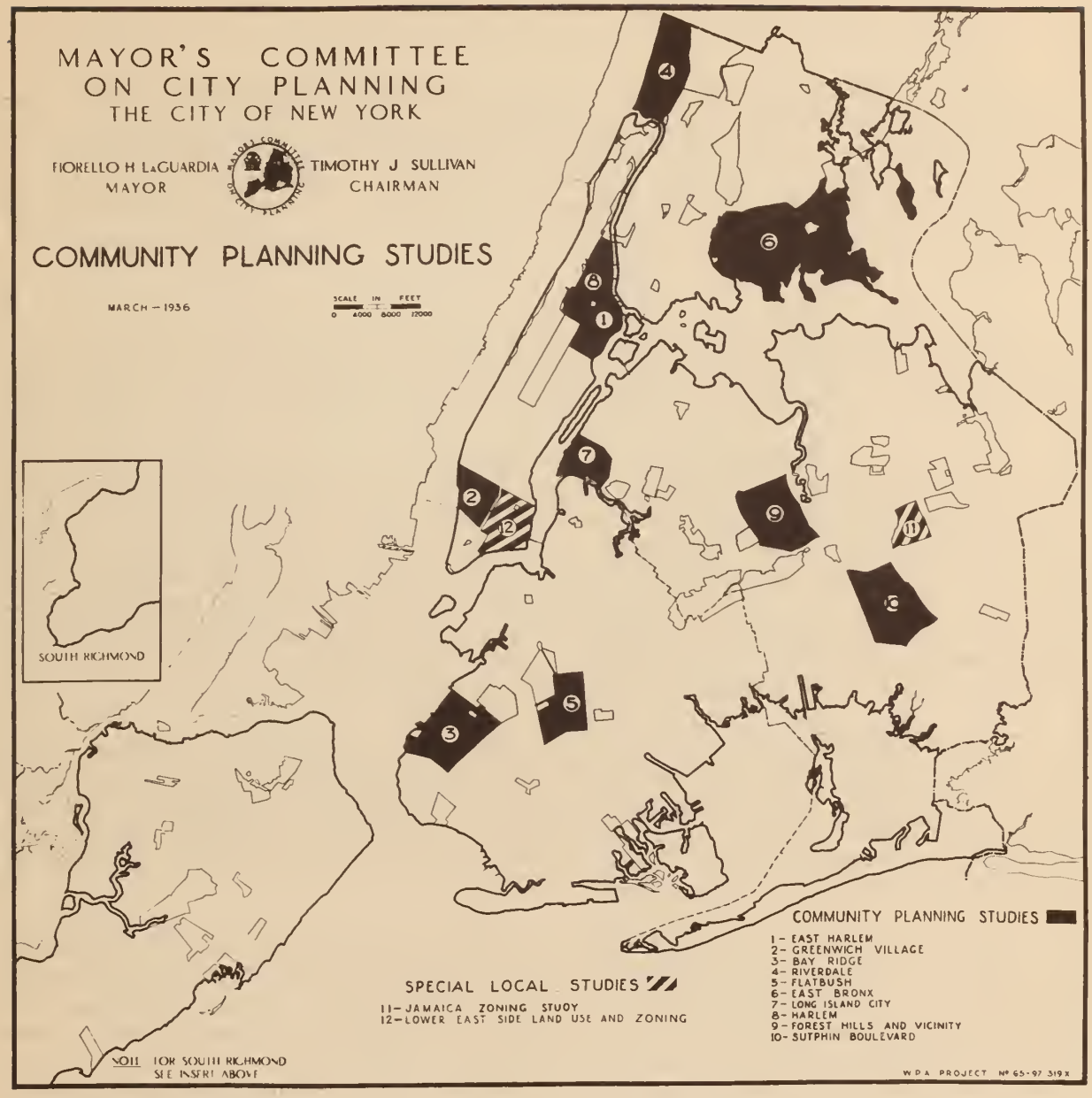
The Mayor's Committee adopted a very practical rule, namely of accepting for study any area in which there was a well organized local group anxious for the kind of assistance that could be rendered by a planning staff. The only conditions imposed were that the local group must not only sponsor the study but provide office space, heat, light and equipment, so that the staff might actually do the work locally. The only changes in the boundaries of areas, as suggested by the local committees, were those minor adjustments necessary to make them coincide with groups of study areas previously adopted for city-wide studies (See page 44).

As in the city, so it was felt in the lesser community, a common body of facts, leading up to a logical program of generally accepted conclusions, was needed as a basis for action. Accordingly a Community Planning Manual was drawn up, to guide the studies within a particular neighborhood, and to assure that the studies carried out in the whole group of neighborhoods would be comparable.

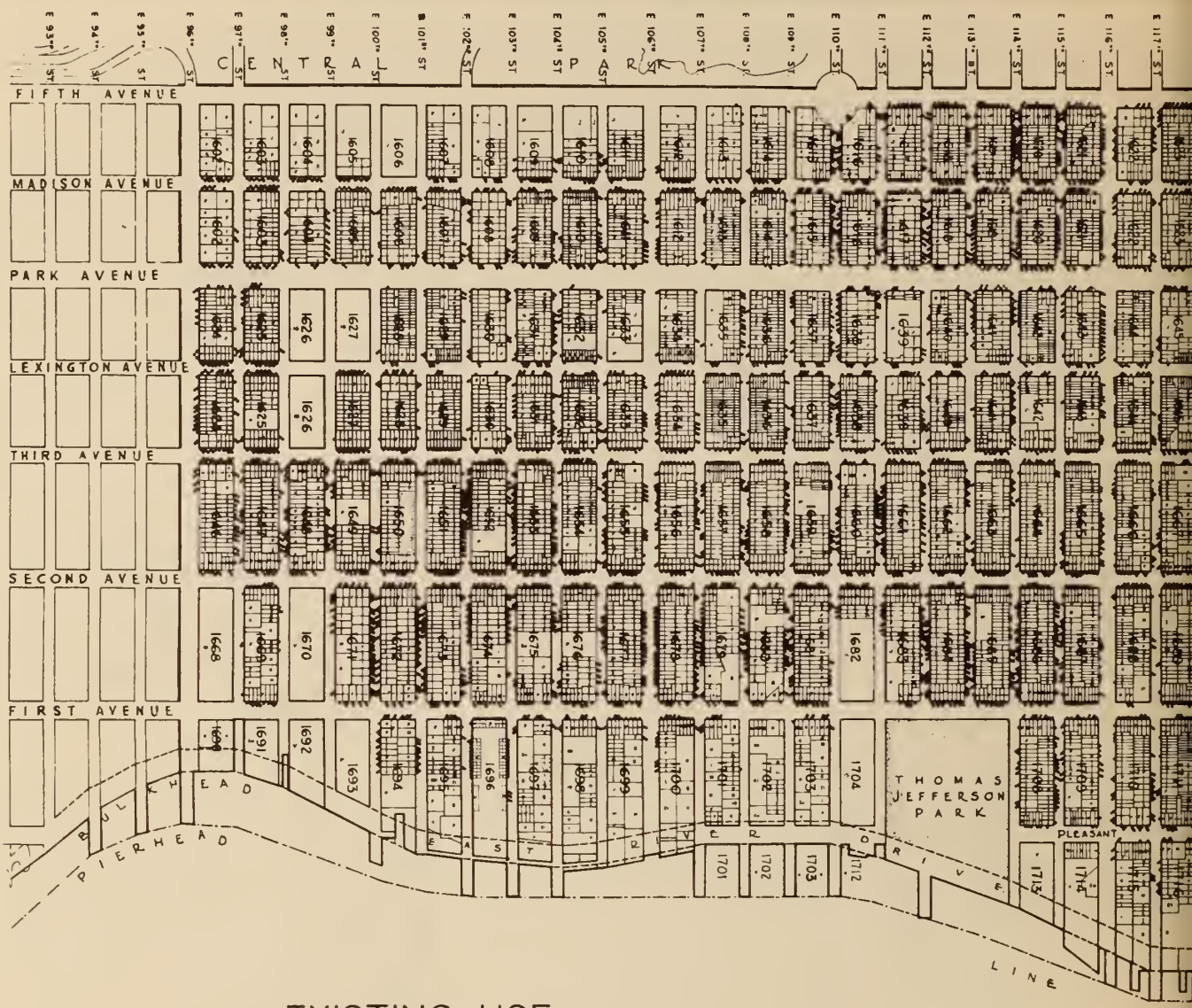
As in the case of the city-wide studies, the problem was to determine the number and amount of detail of the local studies. Existing uses of land were plotted first, from an actual field check. At the same time the topography of the land, the street system, existing transportation and water and sewage installations, were mapped. The existing zoning in the area, the extent to which payment of taxes is in arrears, the rent level, the number and location of traffic accidents, the density and distribution of population, and finally certain social services, have been investigated.

This program has afforded the opportunity for taking stock of a number of neighborhoods within the city, and for presenting the resulting facts in a technique permitting comparative study. It has not been possible to include more than representative samples of these neighborhood studies in this report, but it is confidently hoped that when more fully reported they will afford a basis for effective community action.

COMMUNITY PLANNING STUDIES

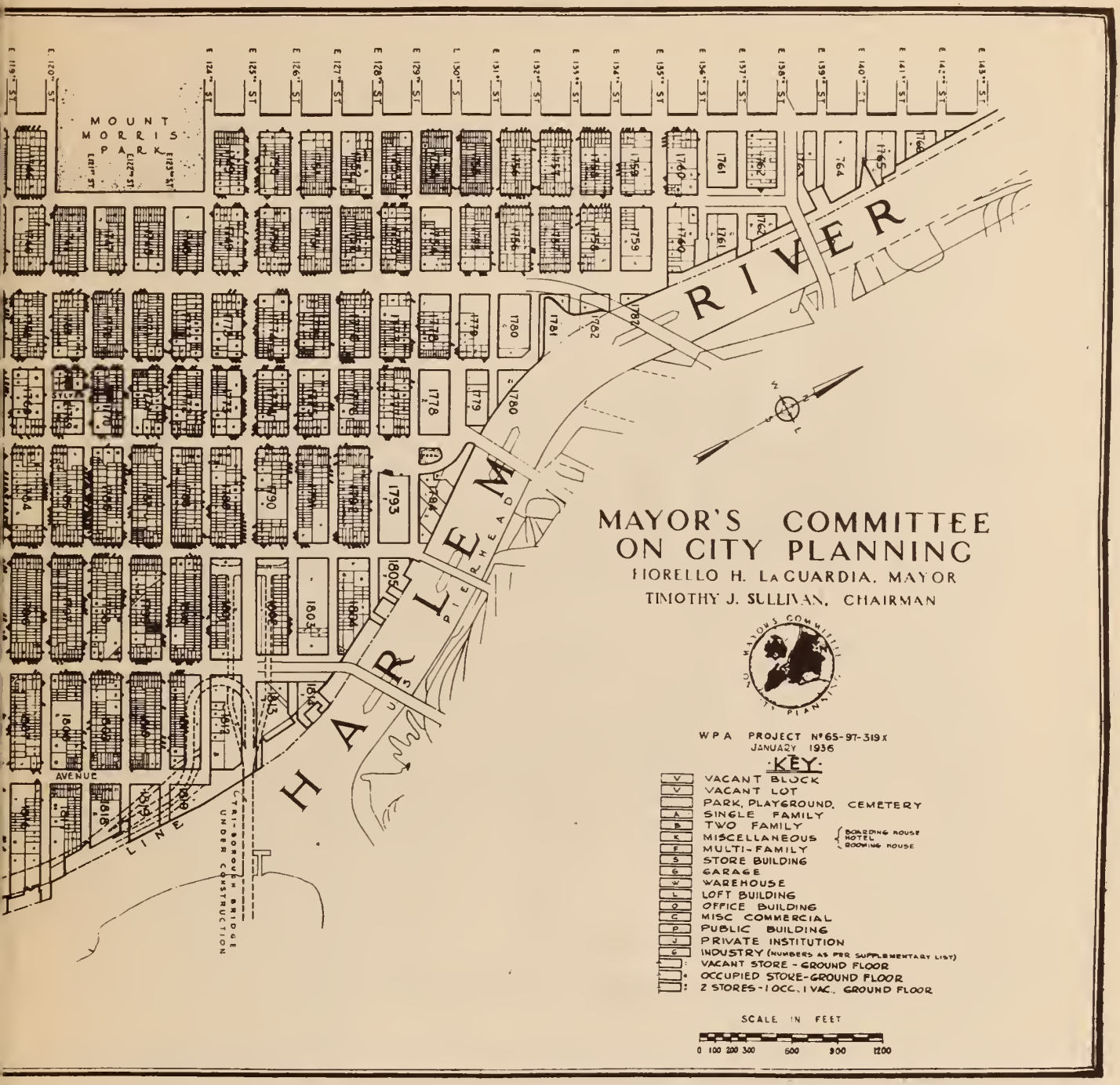


The first communities requesting studies and meeting the required conditions - indicated in black on the above map - are scattered throughout the city and present a wide variety of characteristics. Densley populated East Harlem and Harlem, and the industrial Greenwich area in Manhattan are in marked contrast to the open residences of Riverdale and the largely undeveloped territory of the East Bronx. The industrial district in Long Island City differs markedly from the other Queens areas. Brooklyn is represented by the distinctive Bay Ridge and Flatbush neighborhoods.

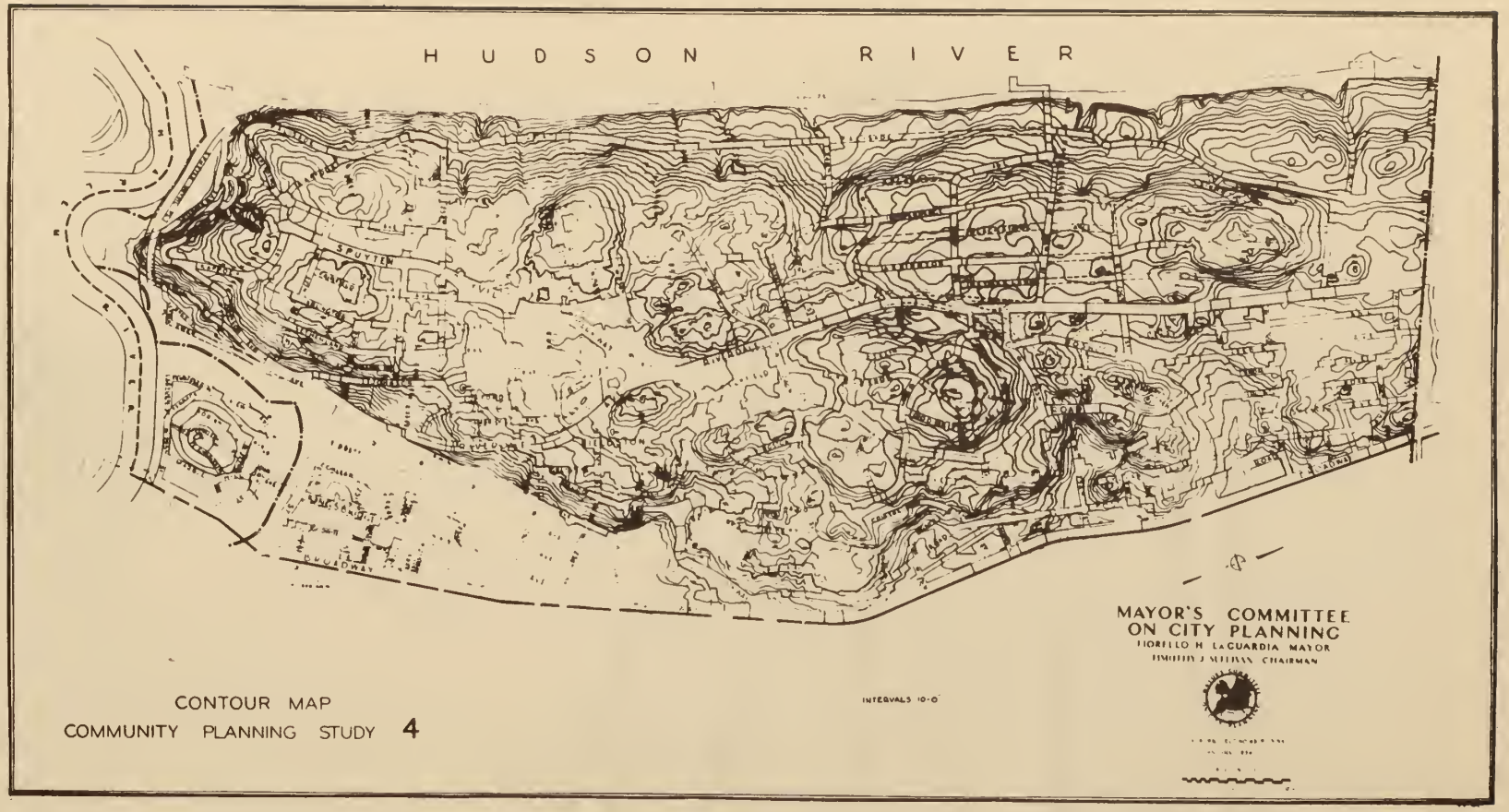


EXISTING USE
COMMUNITY PLANNING STUDY 1

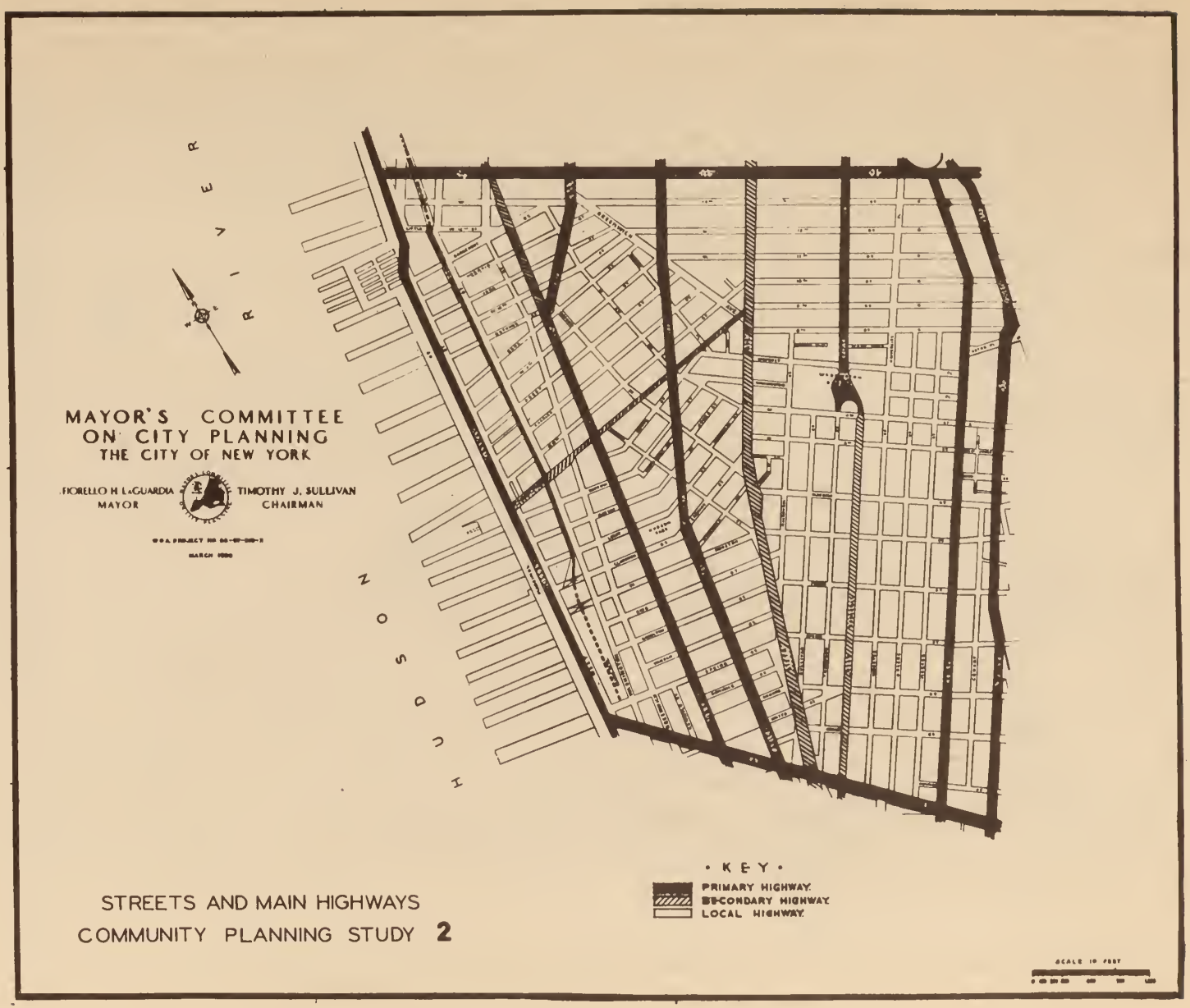
An exact knowledge of the existing uses of land is a necessary first step in the study of any community. Unfortunately it is not possible to plot these facts on maps of suitable scale and detail, except in color. The above "base map" of East Harlem does, however, carry symbols giving the

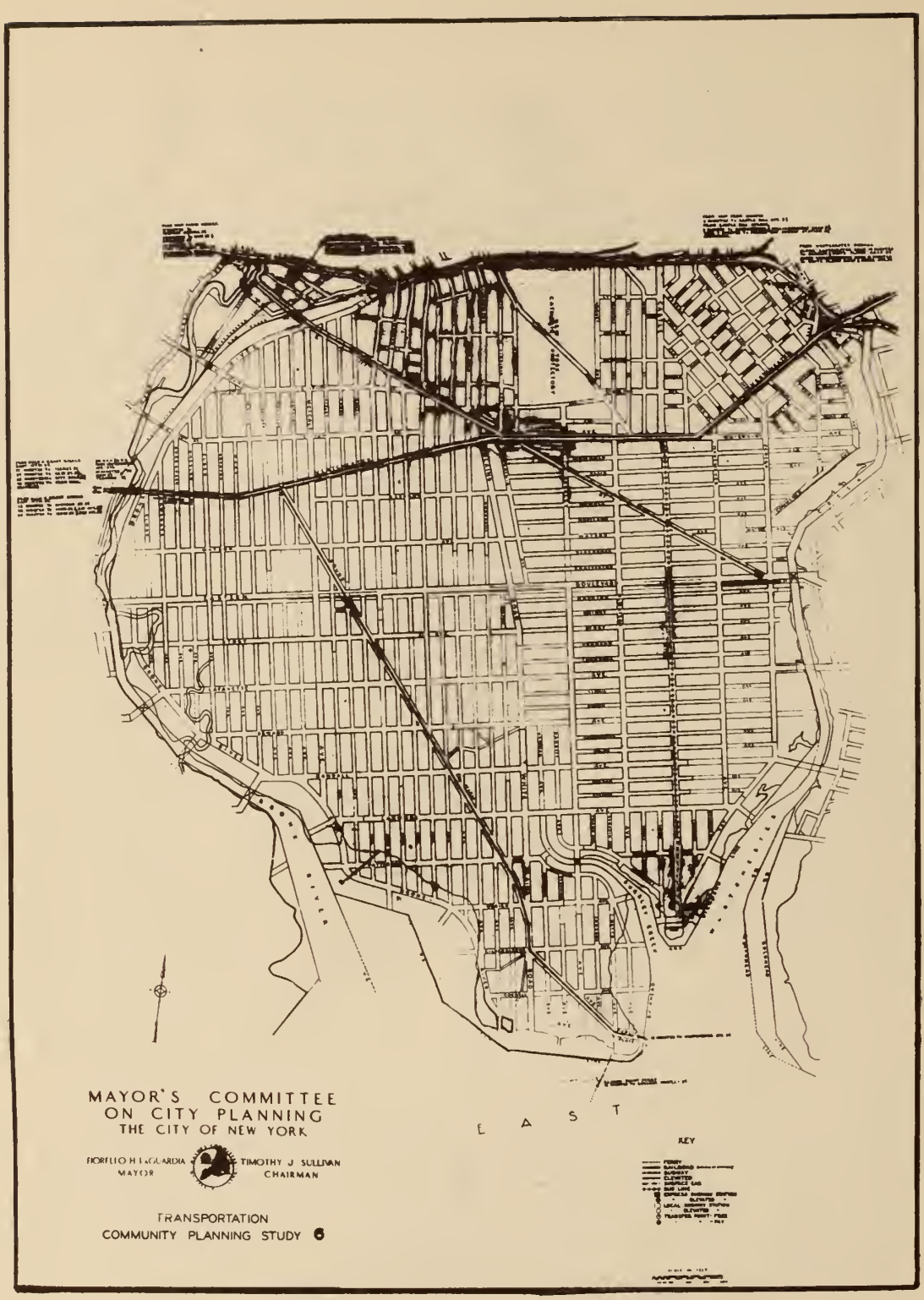


essential facts. When colored it presents a striking picture. The outstanding fact to be observed in this area is that nearly all of the 200,000 residents live in business districts, without benefit of residential zoning protection. Compare with zoning map, page 106.

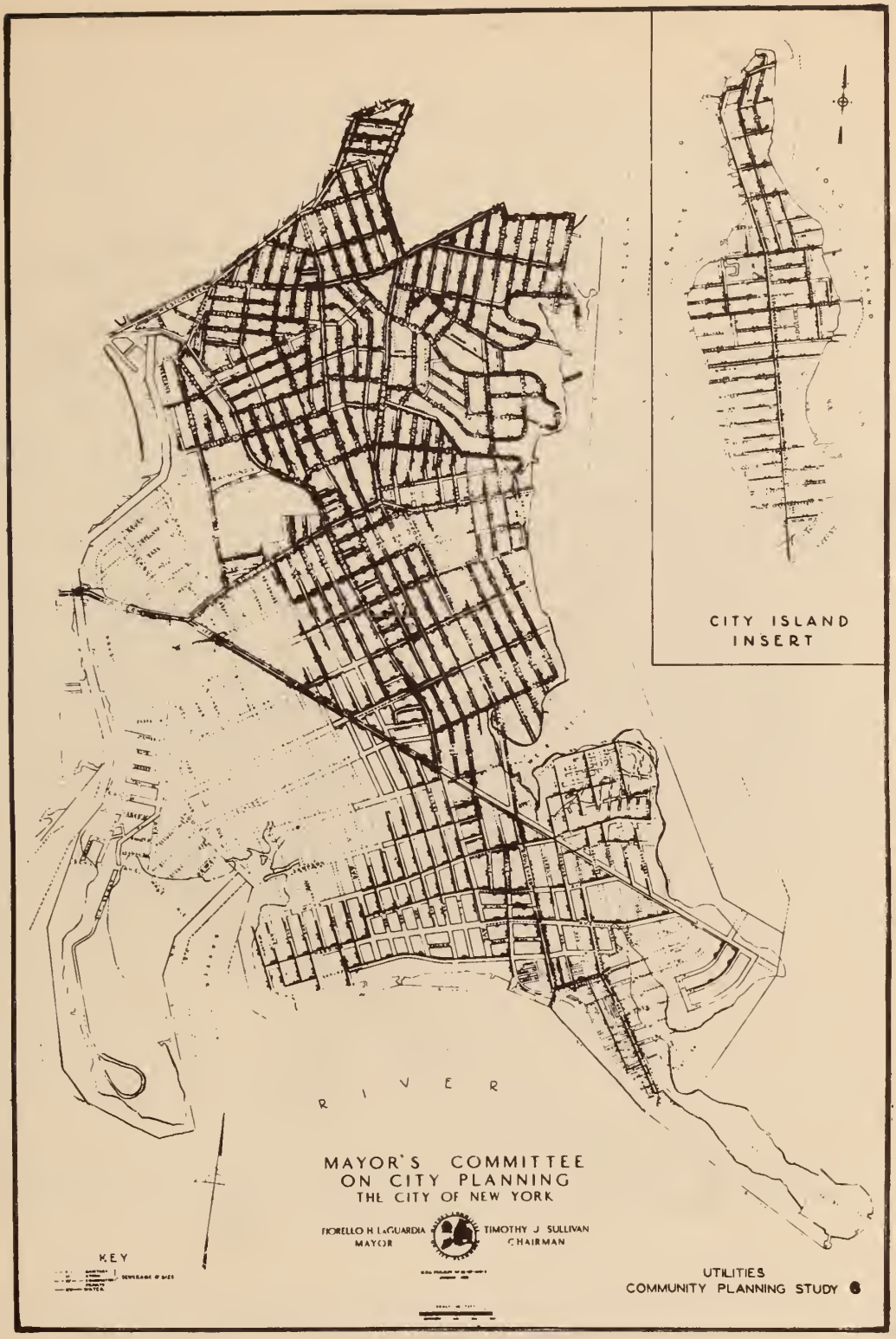


The natural topography of the land varies in this city from extremely rugged to level. In either case it is essential for planning purposes to have a map showing accurately the lay of the land. This feature is most interesting in the Riverdale district, shown above, where natural contours suggest a maximum of deviation from the gridiron street pattern. It also affords opportunity for interesting and unusual effects in building on the land. At the opposite end of the scale is the street system of the comparatively level Greenwich district, shown on the page opposite. Major, secondary and lesser streets are indicated.

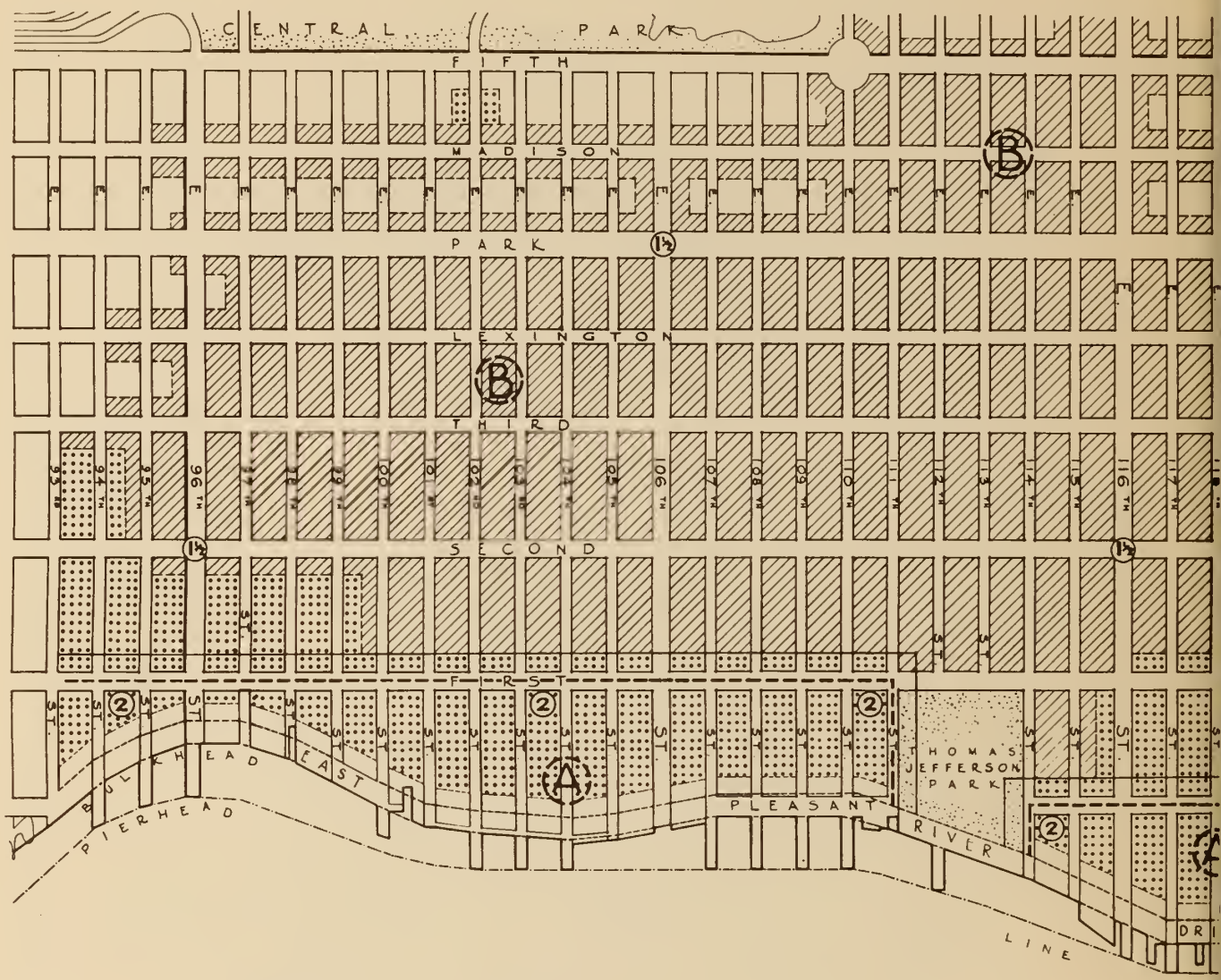

HUDSON RIVER
MAYOR'S COMMITTEE
ON CITY PLANNING
THE CITY OF NEW YORK
FIORELLO H. LaGUARDIA
MAYOR
TIMOTHY J. SULLIVAN
CHAIRMAN
KEY
PRIMARY HIGHWAY
SECONDARY HIGHWAY
LOCAL HIGHWAY
STREETS AND MAIN HIGHWAYS
COMMUNITY PLANNING STUDY 2



Transportation must be studied, and is shown here for half of East Bronx.



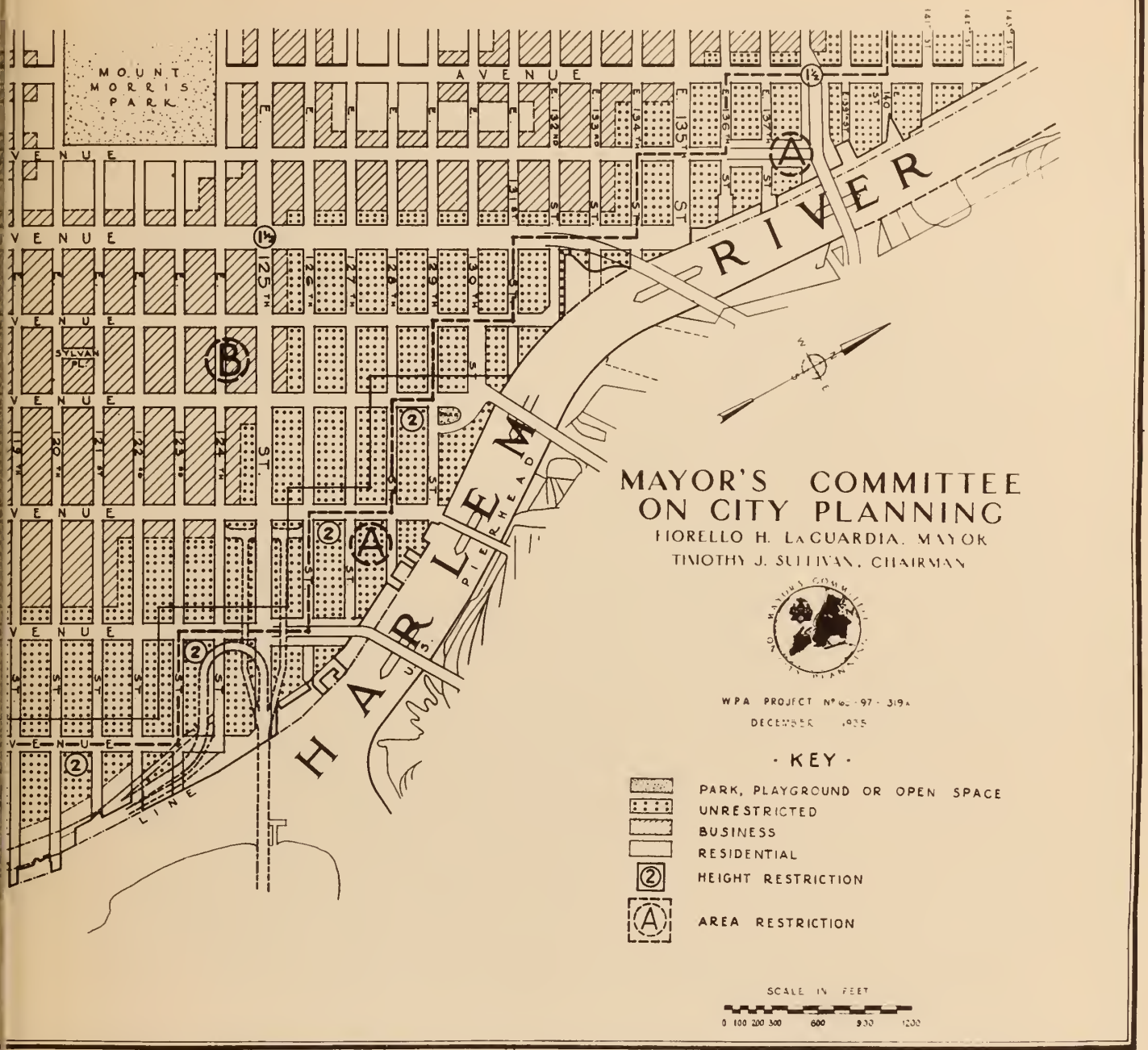
Water and sewerage - here shown for the other half - are important factors.



COMPOSITE ZONING

COMMUNITY PLANNING STUDY 1

We have above a zoning map of the East Harlem area showing a composite of the use, height, and area districts defined by the New York City zoning resolution. The uses of land that are permitted, differ so widely from the actual existing uses (see page 100), that a thorough revision of the



zoning maps is clearly indicated as one of the more obvious needs of this and other communities that have been studied. It is anticipated that a full understanding of local requirements will point to the need for amending the text of the zoning resolution as well as the maps.

MAYOR'S COMMITTEE ON CITY PLANNING

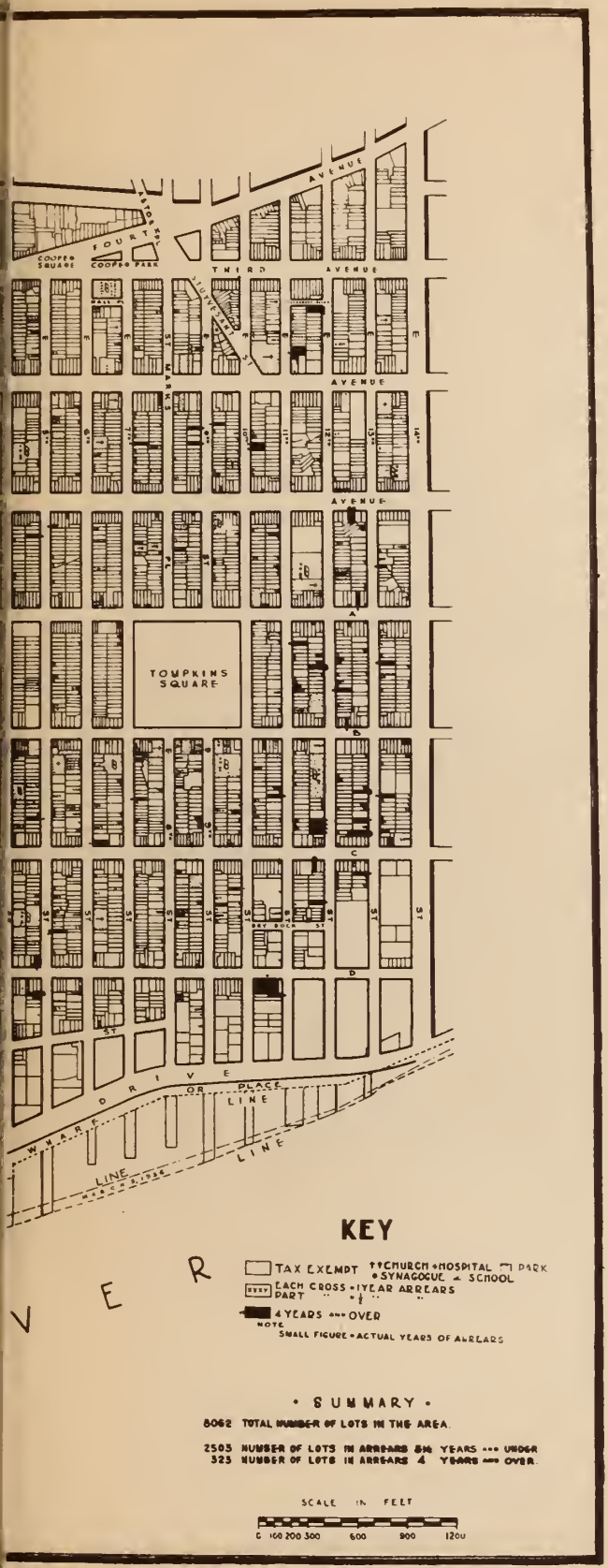
FIORELLO H. LaGUARDIA, MAYOR

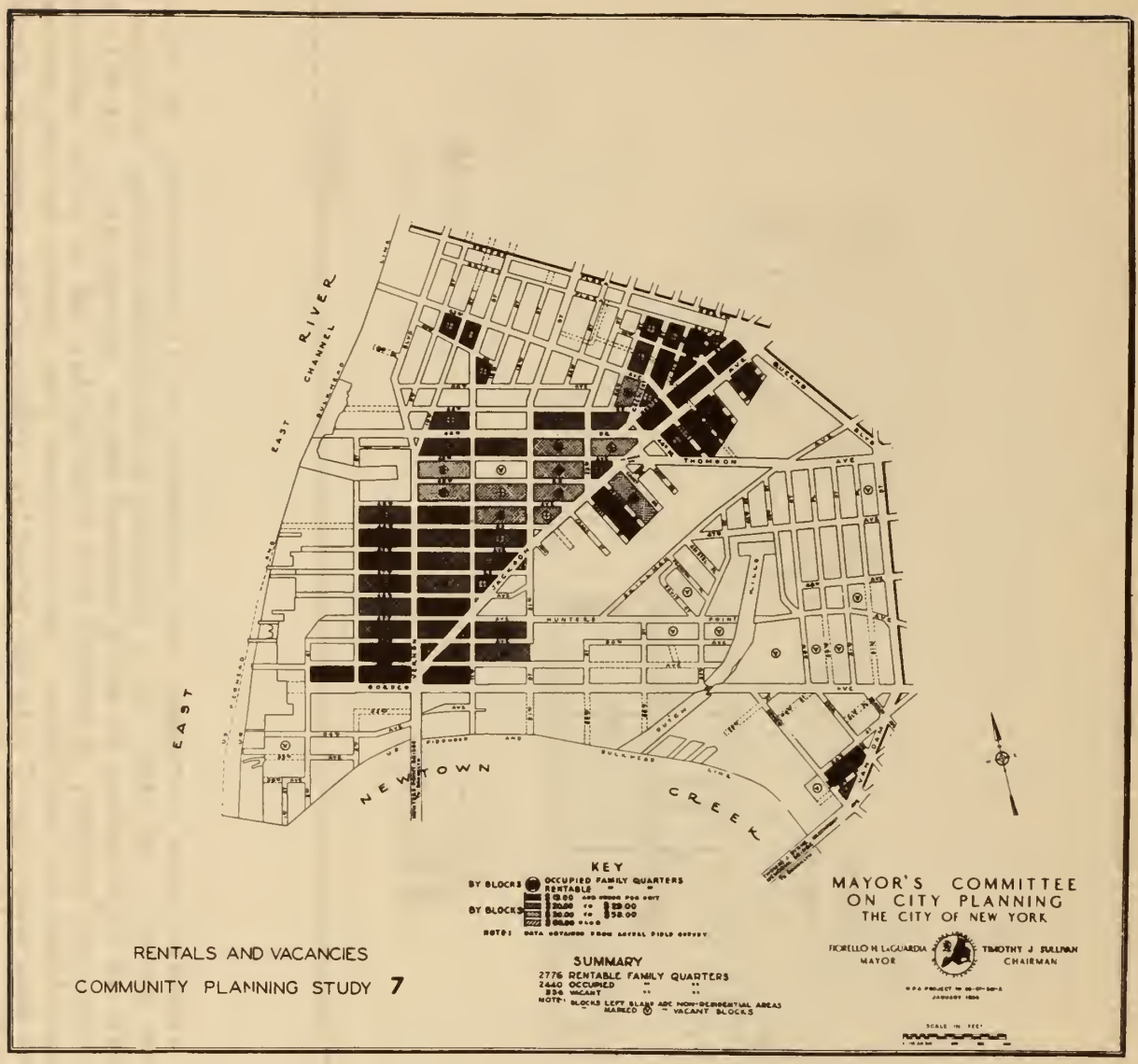
TIMOTHY J. SULLIVAN, CHAIRMAN

WPA PROJECT NO. 65-67-39-A
JANUARY 1, 1938

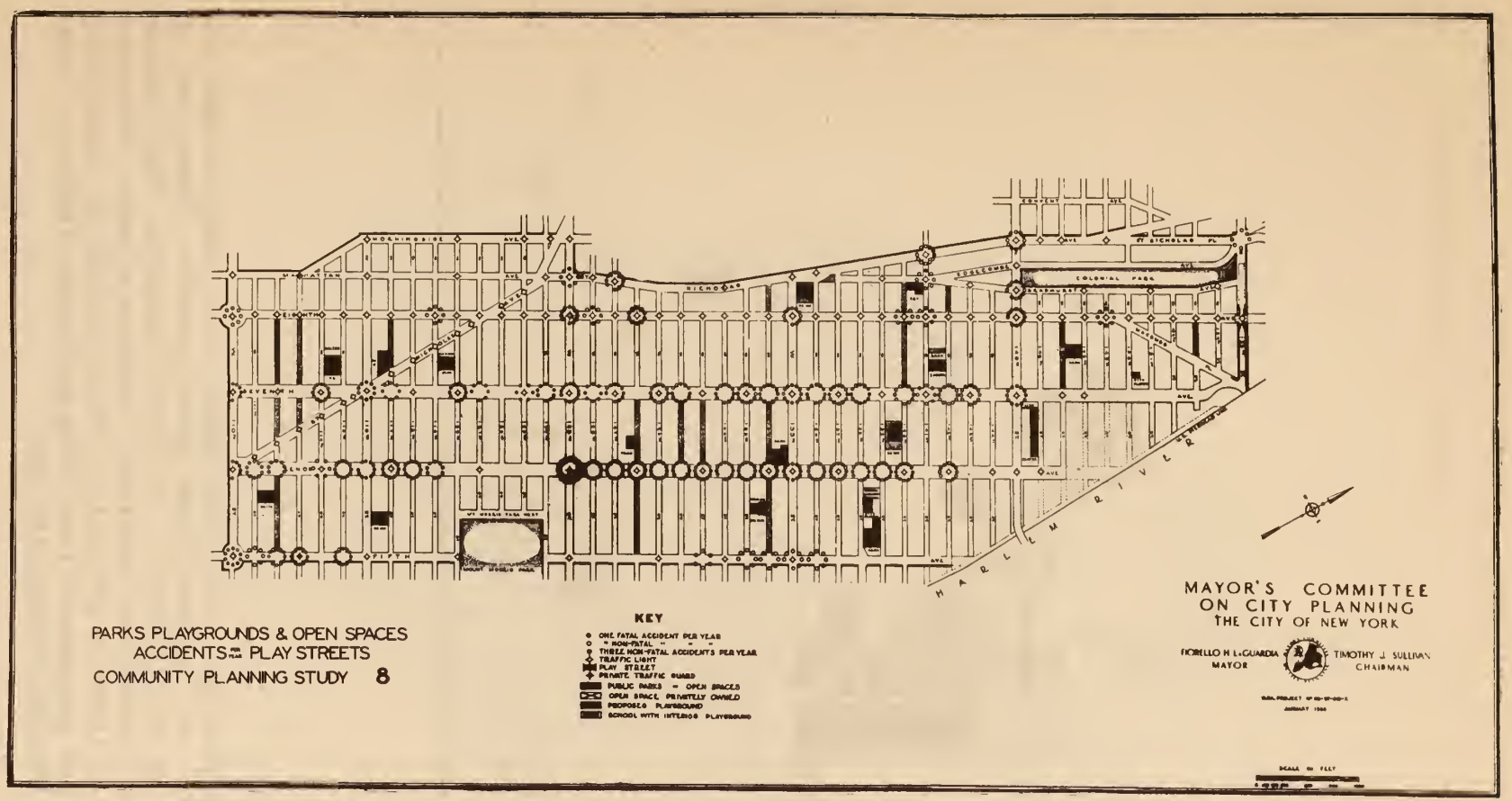
TAX ARREARS

COMMUNITY PLANNING STUDY 12

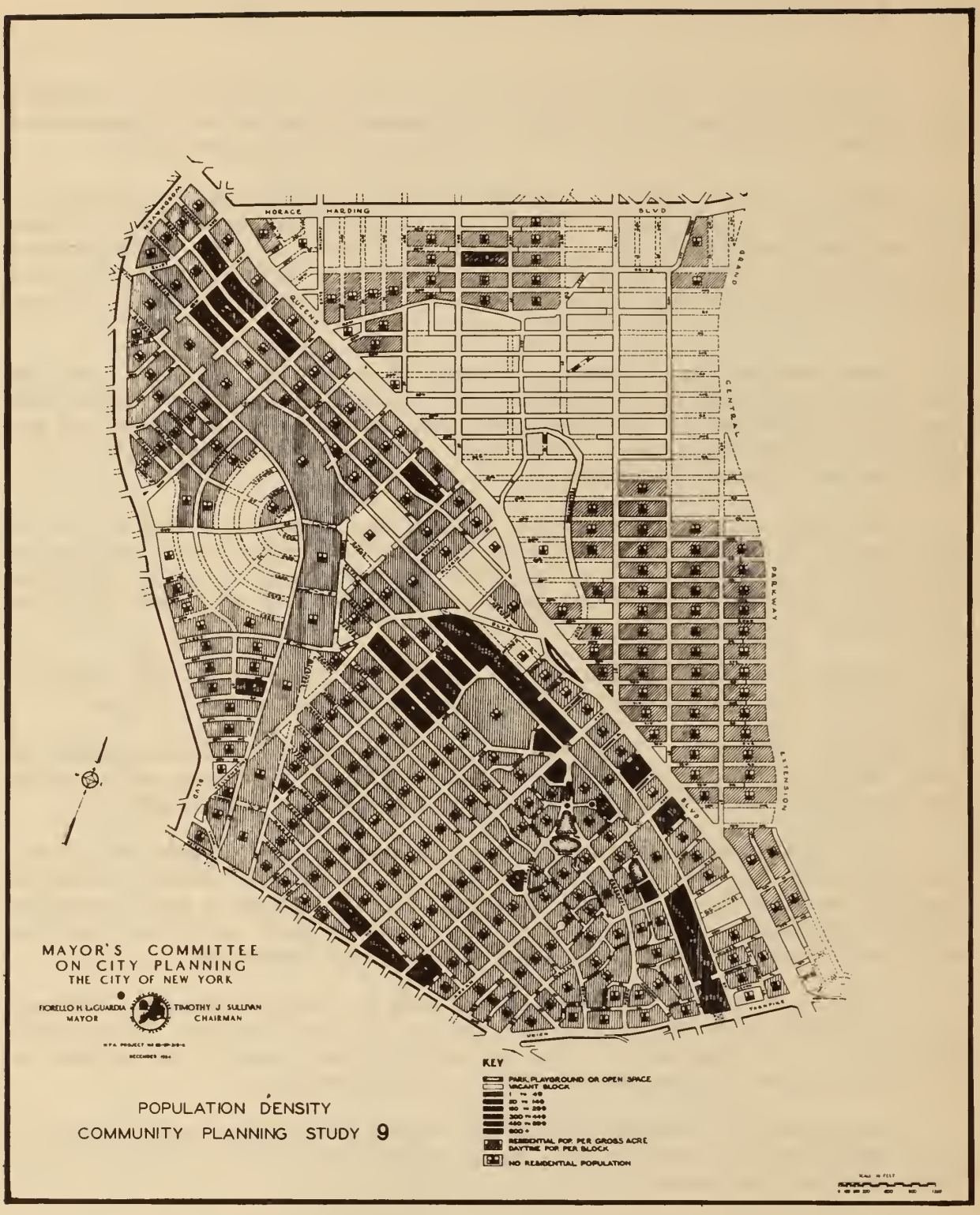

AVENUE
COOPER SQUARE
COOPER PARK
FOURTH ST
THIRD
AVENUE
ST MARKS
AVENUE
AVENUE
TOMPKINS SQUARE
C
D
ST
ST
ST



Another index to economic conditions which it is well to take into account, is the level of rentals in any given district. These are, of course, not a matter of official record, as are tax payments. Nevertheless a reasonably accurate picture, once obtained, furnishes a basis for sizing up the prospects of the district generally, for calculating the opportunity and cost of carrying out programs of rebuilding and rehabilitation. Above are shown rentals in the Long Island City area.



In view of the present intensive drive to reduce auto accidents, it is interesting to see how this situation stands in various parts of the city. In a congested district like Harlem, traversed by many major streets, the prospect, as shown above, is not a pleasant one to contemplate. It will require the combined efforts of the city planner, of various city departments, and of public education, to provide the new traffic regulations and facilities, the off-street play spaces, and the increased caution which are needed to cut down this loss of life and property. Others of the community studies also show concentrations of traffic accidents demanding attention.



Where population density falls to zero - as in a large area near Forest Hills - the opportunities for planning are correspondingly great.

No matter how complete the physical picture, no matter how adequate the indices of its economic status, no community can be really understood until some factors even closer to the lives of the people are added.

Man is a social animal, and modern society has evolved a variety of means by which to keep him functioning as a healthy member of society. Some are services supplied by the government; for others, private organizations are responsible. There is no general agreement as to the extent to which society should help the individual or he should be left to fend for himself.

There have evolved, however, a number of social and community services and facilities whose need is pretty well agreed upon, and for which both quantitative and qualitative standards are reasonably well understood and accepted. Among these may be mentioned education, health and character-building agencies and services.

These are intimate parts of the life of any community. They are by no means adequate in most neighborhoods. They are not only closely related to the daily life of the people, but they are as a rule tied in with the physical planning of the area, through use or dependence on some building or tract of land.

For these reasons it was early decided to include in the community studies of the Mayor's Committee a section devoted to social studies.

Without attempting to invade the fields of the various specialists in these matters, every effort has been made to identify, locate and appraise the various agencies conducting social services within each community.

Out of these studies there may be expected to come a much better understanding of the neighborhood - of its people and their needs - than has usually been available for the guidance of city planners and community workers generally; also some specific recommendations as to the need for additional facilities and their location, size and character.

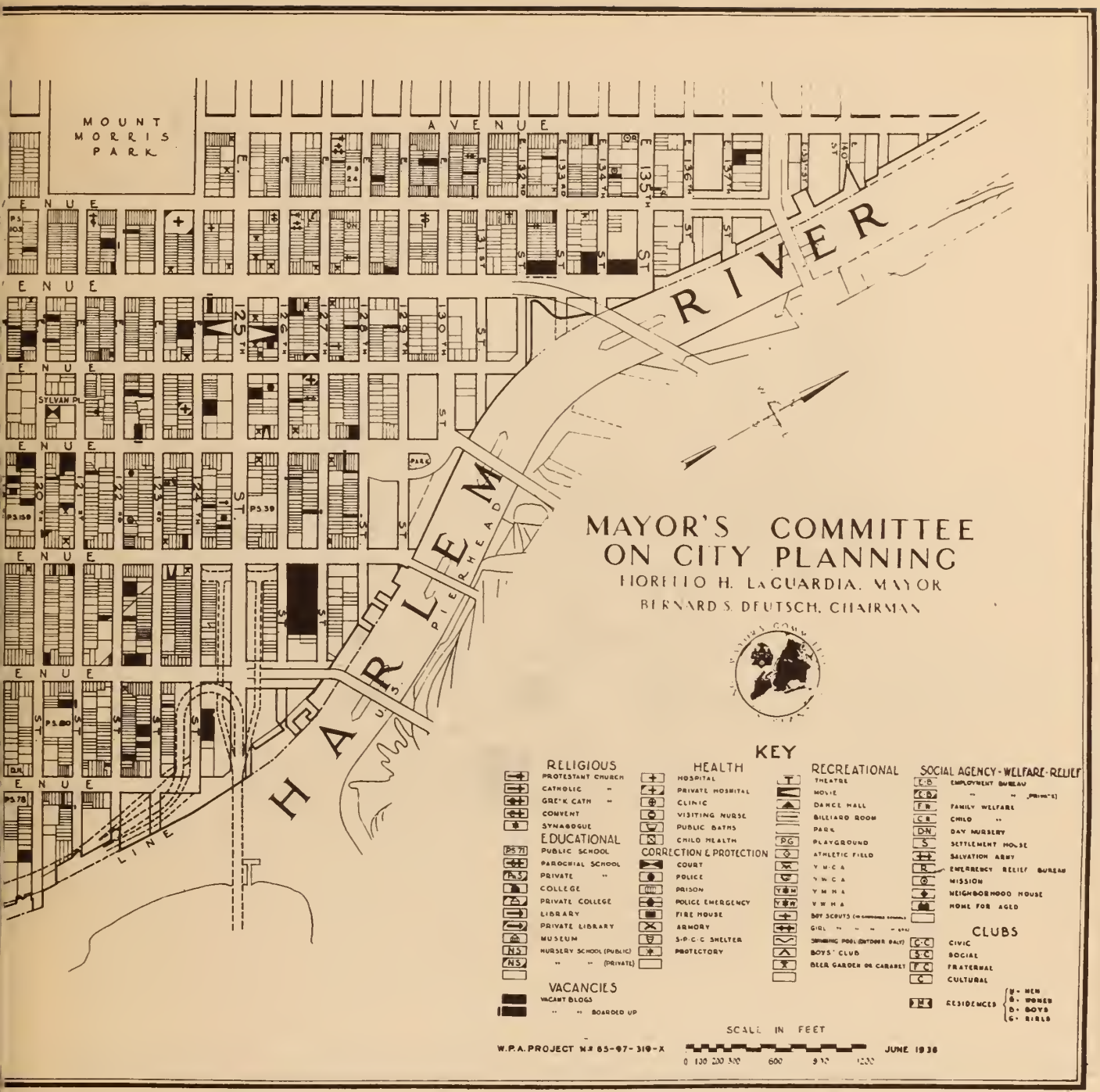
In the East Harlem district, as in each of these community studies, there has resulted a social base map. This will serve not only as an inventory of social resources of all sorts, but as a very useful background in relation to other factors being studied by the Committee.

The aggregate resources indicated on the East Harlem map alone are both surprising and interesting. Among those found in this comparatively small area may be listed:

20 Public schools	8 Day nurseries
6 Private schools	4 Nursery schools
1 College	(Continued on page 114)

SOCIAL BASE MAP
COMMUNITY PLANNING STUDY 1

23 Protestant churches
10 Catholic churches
11 Synagogues
5 Libraries
1 Museum
5 Hospitals (voluntary, not city-owned)
9 Clinics



5 Baby health clinics
(Department of Health, 2;
voluntary, 3)
2 Visiting nurse agencies

2 Inferior courts
2 Police precincts
1 Crime Prevention Bureau Office
(Continued on page 116)

(List continued - social agencies found in)
East Harlem - See page 115

1 Prison	30 Pool and billiard rooms
1 S. P. C. C. shelter	2 Family welfare agencies (although family service is part of the program of others as well)
5 Playgrounds	
3 Boys' clubs	
12 Boys' and girls' scout troops	3 Home relief precinct offices
1 Y. W. C. A.	2 Child welfare agencies
1 Y. M. H. A.	9 Social settlements
7 Motion picture theatres	2 Homes for the aged
1 Burlesque theatre	2 Residences for men
23 Cabarets	3 Sheltered workshops
7 Dance halls	

As indicated previously, the community studies of the Mayor's Committee on City Planning, in collaboration with the local committees, have gone far along the road of acquiring sufficient facts for the consideration of local problems and the making of well conceived plans for these neighborhoods.

It was neither possible nor desirable to reproduce all these graphic representations of fact in this report. On the contrary, we have included interesting samples of several studies, selected so as to show some one set of facts about each of the communities.

It is believed that even these samples are sufficient to indicate that New York is, indeed, a congeries of communities; that these communities have much in common, but also vary tremendously as compared with each other; and that, finally, a full report on each community, when rendered, will contribute greatly toward a better understanding and handling not only of the problems of that neighborhood, but of the city as a whole.

E D U C A T I O N

A N D

I N T E R P R E T A T I O N

DEPARTMENT OF CITY PLANNING
CITY PLANNING COMMISSION
MUNICIPAL BUILDING
NEW YORK

PROGRESS REPORT

EDUCATION AND INTERPRETATION

The subject of City Planning unquestionably affords unusual opportunities for a broad public educational program, and it was believed that the success and effectiveness of the plan to be produced by the staff under the Mayor's Committee on City Planning depends upon the extent to which planning studies and proposals are understood by the public. Therefore the Education and Interpretation unit was organized to acquaint the public with the activities of the Mayor's Committee.

The methods used during the past year to interpret the aims and work of the Committee included lectures, the public press, and exhibits of drawings, maps and models. Lectures were delivered mainly to public school children, particularly high school students, though civic groups throughout the city were addressed occasionally. Special posters, drawings, photographs and lantern-slides were prepared to illustrate the lectures, and several special exhibits were arranged. Press releases dealt with activities and factual material gathered and analyzed by the staff.

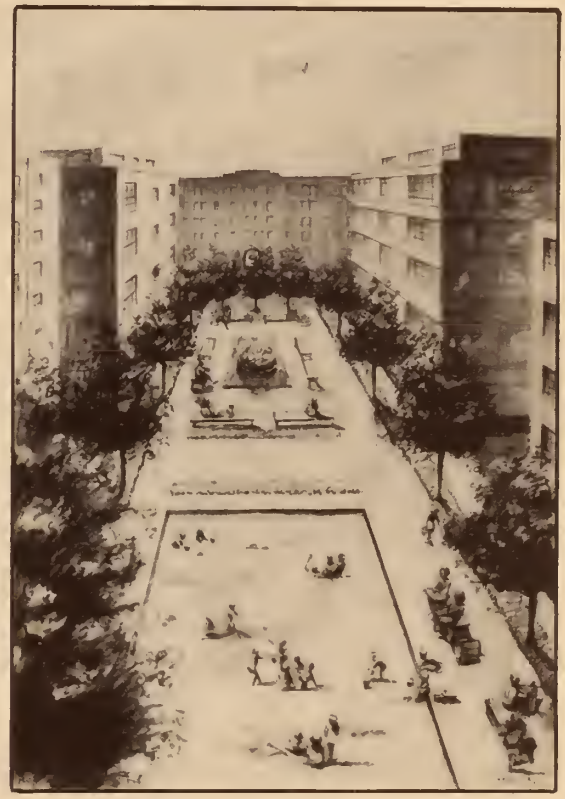
No attempt was made to cover the entire field of city planning in a

single lecture. It was believed more effective to concentrate each talk on a single city problem and deal with that problem as extensively as possible within the allotted time.

Therefore, informative talks were prepared on: "Looking Forward", a general introduction to city planning; "Light for New Yorkers", the effect of sun and air on health and morals; "Finding a Place to Live", housing and living conditions; "Planning for Quiet", the possibilities in planning for a quieter city; "Highways", the problems and means of automotive communication; "Moving Mountains", the transportation of goods; "Getting Around ", transit facilities; "A Place to Play", parks and recreation.

A staff of qualified teachers familiarized themselves with the broader aspects of city planning, and were carefully coached to present the series of "basic talks" to audiences of various ages in a popular vein.

School principals throughout the city cooperated with the staff in arranging appointments for lectures at assemblies, and the talks have met with enthusiastic receptions from students as well as adults. Since November 1935, 762 lectures have been given before approximately 310,000 school children, representing 28 per cent of the total day enrollment.



In most instances lectures have been supplemented by mobile exhibits to illustrate graphically the various topics covered in the basic talks. These exhibits in the form of posters, photographs, drawings and cartoons aroused considerable interest wherever shown. On page 118 the cartoon of a "Subway Rush"; page 119 drawings of "Old and New Housing"; and below "What a Place to Play" are typical of work produced by the staff.

Findings of the technical staff were presented in a popular manner at several small exhibits held under the auspices of local civic groups. A more comprehensive exhibition, arranged through the courtesy of Russell Sage Foundation, was opened to the public during the week of May 5th. Mayor La Guardia and Aldermanic President Sullivan were the principal speakers at a preview attended by over 200 prominent citizens. More than 4,600 school children and 800 adults examined the photographs, maps, models and charts. Interest was so keen that it was necessary to extend the exhibit two additional days.

Although the Educational and Interpretation work was necessarily centered on the school children, lectures were also delivered to more than 6000 adults, and thousands of others were acquainted with the findings of the Mayor's Committee through releases printed in papers of the Greater City.

L I B R A R Y

A N D

I N F O R M A T I O N

B U R E A U

PROGRESS REPORT

LIBRARY AND INFORMATION BUREAU

The Library and Information Bureau has become a central storehouse for factual data bearing on City Planning in general, and New York City in particular. From secondary sources, the Library obtains information necessary to the work of the staff; classifies and arranges this material for ready reference; and makes data, not of a confidential nature, available to public officials, private organizations and individuals upon request.

The Library is custodian of maps, charts and records collected or produced by the staff. Approximately 7100 maps have been card indexed as to subject and title, and systematically filed. Although without allocated funds, the Library has obtained, through generous cooperation of authors, publishers and public agencies, more than 150 volumes, and 220 pamphlets and periodicals pertaining to city planning and allied fields. This material has been accessioned and cross indexed.

The Library was fortunate in having the permission of the Service Division of the Works Progress Administration for New York City to contact other WPA projects. Survey, statistical and research projects in New York are producing a wide range of factual material, some of which the staff has used to advantage in city planning studies.

In the course of the year seventy-nine WPA projects; offices of the five Borough Presidents; all of the city departments; some twenty private organizations; and more than a score of State and Federal agencies were contacted for information and have responded liberally to our requests.

The efficient collection and reference activities of the Library aid in preventing duplication of effort by the various project units, and provide a ready source of information to the staff.

Inquiries and requests for information have increased steadily during the year, and the Library facilities have been extended to meet this demand. Requested information was made available to the Police, Health, Tenement House and Fire Departments; the Boards of Education, Transportation, Elections, City Records, and Taxes and Assessments; the Departments of Licenses, Parks, Docks, Hospitals, Sanitation, Markets, Plant and Structures, Finance, Correction, Public Welfare, Purchases, Water Supply, Gas and Electricity; offices of the five Borough Presidents; Domestic Relations Court; Board of Estimate and Apportionment; Bureaus of the Budget and City Collections; Board of Aldermen, New York City Housing Authority, Commissioner of Accounts, Transit Commission, Municipal Reference Library; the New York and Queens Borough Public Libraries; the U.S. Departments of Labor and Agriculture; Federal Housing Administration; New Jersey Housing Authority; National Youth Administration, Resettlement Administration and fifteen WPA projects in New York City.

DEPARTMENT OF CITY PLANNING
CITY PLANNING COMMISSION
MUNICIPAL BUILDING
NEW YORK